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ABSTRACT

This generalized planning model is designed to assist administrators and mid-management personnel seeking to develop and maintain effective and efficient correctional programs for women offenders. As a guide to the planning process, the model focuses on the following topics: (1) statement of the rationale for specialized programs for women offenders; (2) needs assessment; (3) implementation; and (4) evaluation. A bibliography of pertinent references is also included. (Author/HLM)

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GENERALIZED MODEL FOR PLANNING AND EVALUATING PROGRAMS FOR FEMALE OFFENDERS

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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FEBRUARY 1, 1979

Preface

That we must often have crisis to stimulate change
is a lamentable fact.
If corrections is convinced of the need for change,
and it is able to mobilize itself in the precrisis stage,
one can predict that it will be able to control its own destiny
to a far greater extent than it it waits.

F. Cohen

This is a generalized planning model for planning innovative programs for female clients in jails and prisons in the United States. The model is intended for use to facilitate efforts of administrators and mid management personnel who are seeking to develop and maintain effective and efficient correctional programs for women offenders. The model was developed in response to requests from administrators and executive personnel for developing innovative plans to assist women offenders to become productive, positive members of a free society in the United States. This model is not intended for light reading. It is intended to be used as a guide to the planning process, which, in turn, will contribute to improvement of programs for women in jails and prisons.

The extent to which the model serves its purposes depends on two factors: (1) using the model as it was intended, and (2) understanding the basic concepts of a systems approach.

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CHAPTER I

STATE RATIONALE (1.0)

Introduction

> Most "innovative programs" for women in jail and prison involve developing clever little ideas using volunteers which do not cost money, because we are not providing the money or personpower necessary to implement important, truly innovative programs for women.
>
> V. E. Pendergrass

The purpose of this chapter is to give directions on stating a rationale for a systematic plan for women offenders. A rationale is defined as a reason for doing something, that is, the justification for a course of action, and the examination of underlying beliefs or principles.

The statement of a rationale is important in establishing the foundation for systematic planning. It is essential to have a clearly explicated statement of the need for planning, in order to avoid waste of resources. Equally important in stating a rationale for planning is the development of a set of assumptions which the system will implement. These assumptions will be reflected in the subsequent definition of ends and the selection of means to achieve these ends. This set of assumptions should clearly, and explicitly form the philosophy of the system.

Stating a rationale for a plan is accomplished by performing four activities. The first is to DEFINE BASIC CONCEPTS (1.1). Key terms are defined to ensure that all persons involved in the system share the same definition. The second activity is to JUSTIFY NEED FOR PLANNING (1.2). The historical antecedents and the current situation are examined in this section to identify the problems of a setting. The third activity is to STATE BASIC ASSUMPTIONS (1.3). These assumptions will form the philosophy of the system. The fourth and final activity is to STATE MISSION

(1.4). Stating a mission is a statement of broad intent or purpose.

In the agency or institution plan, the introduction to Chapter I, STATE RATIONALE (1.0) is accomplished by identifying the setting for which the plan is being developed, listing the members of the design team, telling why a rationale is important, and listing the four parts of a rationale statement. The next step will be to define the basic concepts of the plan (1.1).

DEFINE BASIC CONCEPTS (1.1)

Defining basic concepts refers to stating the meaning of key ideas used in planning and implementing a systematic plan. It is important for all concepts to be defined to ensure that everyone involved in planning and implementation will share a common understanding of the terms.

In the agency or institution plan, the section, DEFINE BASIC CONCEPTS (1.1) is accomplished by identifying the key concepts used in the plan, and defining each term so that all users will work from a common frame of reference. There can be as many definitions as the design team desires. Definitions can be grouped into two or more categories. In this case, they would be identified by point numeric codes, such as (1.1.1) and (1.1.2). Some basic concepts to be considered by design teams would be: (1) women offenders; (2) corrections; (3) community services; (4) mental health treatment; (5) nontraditional employment; (6) systems approach; (7) self-independence; (8) family; (9) career development. The next step is to justify the need for planning (1.2).

JUSTIFY NEED FOR PLANNING (1.2)

The purpose of this section is to justify the need for developing a systematic plan for an agency or institution serving women offenders. It is important to justify the need for developing a plan in order to obtain support for the plan. The justification of the plan involves examination of the historical antecedents and the current situation. Once the current situation has been described from an historical perspective, it is possible to state the major problem of the agency or institution serving women offenders.

In the agency or institution plan, the section, JUSTIFY NEED FOR PLANNING (1.1.2) is accomplished by defining the term and telling why it is important to justify the need for planning. This section should contain a brief description of the setting where the plan will be implemented. The next step is to describe the historical antecedents of the particular setting serving women offenders (1.2.1).

DESCRIBE HISTORICAL ANTECEDENTS (1.2.1)

The purpose of this section is to describe the historical antecedents of the particular setting serving women offenders. It is important to describe the historical antecedents of a setting in order to determine how the current situation has developed. The concept of housing women in separate facilities is a relatively new one. Despite the common perception that prisons housing males and females under one roof is a new phenomenon, the history of corrections demonstrates that, in actuality, single sex institutions became the norm in western society in the second half of the nineteenth century, after centuries of housing

sexes together. Before the beginnings of penal reform in the late eighteenth and early nineteenth centuries, men and women were often detained in almshouses, jails and dungeons mixed with children, the insane, and the deaf. These early prisons did not distinguish between prisoners with regard to sex, age, race, or type of crime. Some prisons consisted of large rooms, privately owned, where men, women, and children lived, ate, and slept amidst terrible, unsanitary conditions, without protection from physical or sexual abuse. One contemporary observer described such a prison as a "scene of promiscuous and unrestricted intercourse, and universal riot and debauchery."

With the spread of prison reform, came the separation of "women convicts" into the corners of the institutions emerging as a nation-wide system of state prisons. Many of these were patterned after the penitentiary model--a place for silent contemplation, self-examination, removal from corrupting peers, and under the Auburn system, congregate work by day. Women offenders were viewed as disgraced and dishonored for breaking the law. For the most part, the woman offender was pitied more than punished. The women offenders in the penitentiaries were subjected to long periods of enforced idleness since there were extremely low numbers of women in the institutions. Few activities were considered feasible due these small numbers.

In 1870, the reform movement began a movement to build separate institutions for women. The last quarter of the nineteenth century was the beginning of that movement to build institutions for women on the penitentiary model, to provide protection for the women offenders from the assaults of male guards; to encourage development of special programs

for women; to foster independence in women by giving them responsibility for maintaining the institution and its proximate farmland; and, in general, to isolate women criminals from the chaos of the outside world. In 1873 the first institution for women opened in Indiana. Other jurisdictions followed suit: Framingham, Massachusetts opened in 1877; a reformatory for women in New York in 1891; Westfield Farm in 1901; and the institution for women in Clinton, New Jersey in 1913. Reform of the prison system serving women offenders was tied to the women's movement for suffrage. Many of the women who espoused the suffrage movement had first hand knowledge of the prisons and jails and this also helped them understand the situation of women offenders. The trend in building separate female institutions continued until 1971, when the first co-correctional institution opened, at which time there were thirty-four separate state institutions for women operating in the United States. Many of these prisons retained an "un-prisonlike," "bucolic," "commodious" atmosphere, and their physical plans--often groups of houses or cottages situated in apparently idyllic surroundings--sometimes strike visitors as more like small New England colleges than prisons.

In the agency or institution plan, the section, DESCRIBE HISTORICAL ANTECEDENTS (1.2.1) is accomplished by defining the term, telling why it is important and then describing the historical antecedents of the particular setting where the plan will be implemented. The next step is to describe the current situation (1.2.2).

DESCRIBE CURRENT SITUATION (1.2.2)

The purpose of this section is to describe the current situation in the institution or agency serving women offenders. Women offenders have been isolated from the rest of the correctional populations for about 75 years. The institutions which confine women offenders are characteristically small, located in rural parts of a state, and have fewer services than prisons which confine male offenders. Because of the small size and rural locations, women offenders do not receive the same treatment with regard to programs and services.

Jails also are a source of difficulty for the woman offender. In addition to other legal problems which she may face, the woman offender also faces the problem of what to do with her children. The need to detain the woman offender should not imply neglect of innocent children she leaves behind. Confinement itself is a problem in most jails, and it is often solved by making temporary use of a portion of the facility designed for male use. In some cases a hospital or mental institution is used. In other cases the woman offender is transferred to larger facilities which can handle women. These temporary measures create problems for both the offender and the administration. Security and logistics become a drain of resources not planned or budgeted for such use. The woman offender has problems with visits, contacts with counsel, and concern for her family. Pregnant women or women with other health problems do not receive the adequacy of care in the detention facility because it is not equipped to handle these problems.

Overall, the current problems faced by the woman offender in jail and in reformatories and women's prisons are a lack of viable programs

to make them useful, positive citizens. Training, counseling, family services, and other services particularly needed by women offenders are lacking. Agency and institutional budgets are stretched to preserve the status quo, meaning that new programs for women offenders do not get implemented. There is a need for new and innovative approaches to the problem of getting women prepared for a work world; to be good parents; and to develop healthy interpersonal relationships upon release.

In the agency or institution plan, the section, DESCRIBE CURRENT SITUATION (1.2.2) is accomplished by defining the term and telling why it is important. The current situation of the particular agency or institution is stated in this section.

STATE BASIC ASSUMPTIONS (1.3)

The purpose of this section is to state the basic assumptions about the nature of clients and the nature of the process which will be implemented at the particular corrections setting. An assumption is defined as an underlying belief or principle. Assumptions about clients or the process to be implemented could be stated as "we believes." Each assumption should be stated to give the philosophical foundation upon which an agency or institutional plan will be built. It is critical for a philosophy to be laid down in order to set what tone a system will follow. If assumptions follow a tone of redirection and reintegration, a plan to punish and disgrace women offenders in an institution is not appropriate. Some examples of basic assumptions are:

1. Every person has the right to and a potential for a sense of individual accomplishment and pride (Ryan, 1977).

2. It is essential for women to develop positive attitudes concern-

ing work and self in order to enjoy a successful life career (Erickson, 1977; Ryan, 1971, 1976).

3. Every individual should have the opportunity to gain specialized knowledge, skills, and attitudes necessary to function effectively as a producer and consumer (Ryan 1977).

4. The uniqueness of the individual overrides generalization of sex-role stereotyping (Rasche, 1975; Erickson, 1974, 1975, 1977; Kohlberg, 1969; Kohlberg and Turiel, 1974; Ryan, 1971, 1973, 1976; Harris and Lucas, 1976).

5. Every woman offender has the right to humane treatment, adequate medical and dental care, education and training, protection of physical well being, access to courts, and access to programs for self betterment (Ryan, 1977; Fogel, 1975; Keve, 1974; Morris, 1974).

6. Women offenders should be able to maintain positive family relationships, especially close contact with children (Allen and Simonson, 1978; Fox, 1977; Keve, 1974; Williams and Fish, 1978; LEAA Task Force Report on Women, 1975; Gibson, 1973).

7. Community based settings and community resources should be used to the absolute maximum to train, treat, and assist women offenders who have been convicted for a crime (Glick and Neto, 1977; Ryan, 1977; Fogel, 1975; Nagel, 1973).

8. Mental health treatment should have high priority in the correctional setting to ensure positive self-esteem for women offenders (Glick and Neto, 1977; Williams and Fish, 1978; Gibson, 1973; Keve, 1974; Pendergrass, 1975).

9. Industry, labor, community organizations, and public education

must support and contribute to the development of positive behaviors for women offenders (Ryan, 1977).

10. There are many jails and prisons not designed to accomodate women offenders (LEAA Task Force Report on Women, 1975; Pendergrass, 1975; Glick and Neto, 1977; Allen and Simonson, 1978).

11. Women who have committed offenses have been regarded as erring and misguided rather than criminal (Giallombardo, 1966; Gibson, 1973; Fogel, 1975; Adler, 1975; Crites, 1976).

12. There is a great need for further research concerning the woman offender (Rasche, 1975; Glick and Neto, 1977; Noblit and Burcart, 1976).

13. The limited size of women's institutions has been the cause of many difficulties for women offenders (Keve, 1974; Fogel, 1975; Nagel, 1973; Arditi, 1973; Fox, 1977; Gibson, 1973).

14. Limited work experiences of women offenders in reformatories do not contribute to meaningful training for employment upon release (Fogel, 1975; Keve, 1974; Glick and Neto, 1977; Fox, 1977; Gibson, 1973; Allen and Simonson, 1978; LEAA Task Force Report on Women, 1975; Arditi, 1973).

In the agency or institution plan, the section, STATE BASIC ASSUMPTIONS (1.3) is accomplished by defining the term and telling why stating basic assumptions is important, then stating the appropriate assumptions which will form the foundation of the plan. This list of assumptions can include any or all of the assumptions in the generalized model which apply, as well as any specific assumptions directly relating to the women offenders staff, and situation in the particular setting serving women offenders. All assumptions must be documented in the agency or institu-

tion plan. Documentation of assumptions lends credibility to the philosophy and will assist in obtaining support for the implementation. The next step is to state the mission of the system serving women offenders (1.4).

STATE MISSION (1.4)

The purpose of this section is to state the mission of the agency or institution serving women offenders where a plan will be implemented. A mission statement is a broad statement of intent or purpose. A mission statement will set the tone which a plan will implement.

Stating a mission for a plan is an important step in stating a rationale for a plan. In order for staff to implement something new for their particular setting, it is important that they understand exactly what the mission of the setting is. A mission statement for a maximum security prison for disruptive male offenders is vastly different than a mission statement for a reformatory for women offenders. The mission of institutional settings in general is dramatically and drastically different from the mission of diversionary non-institutionalized programs.

In the agency or institution plan, the section, STATE MISSION (1.4) is accomplished by defining the term and explaining why a mission statement is important. The mission of the specific agency or institution is stated in this section. Once the mission of the agency or institution has been stated, the rationale for the plan is completed. The next step is to assess needs (1.2).

Conclusion

The first step in developing a systematic plan for women offenders is to state a rationale. This rationale, presented in Chapter I of this generalized model, is the foundation of the planning model, just as the rationale developed for each plan will be the foundation on which the particular delivery system is built. The rationale stated here will influence how means will be selected to accomplish desired ends. A well stated rationale will assist in obtaining support for an innovative plan and will allow each individual involved in implementation of a plan to share a common understanding of what is going on.

CHAPTER II

ASSESS NEEDS (2.0)

Introduction

> The training program--industrial, vocational, cultural, academic, in a women's institution has many limitations which no amount of imagination can overcome.
>
> E. C. Potter 1934

The purpose of this chapter is to give directions on conducting a needs assessment for an agency or institution serving women offenders. Planning requires an active, ongoing assessment of the organization's needs. The primary focus of an assessment of needs in a correctional organization is on the needs of the offender. Secondarily, the needs of the organization must be assessed to provide a basis of planning means to accomplish desired ends. A needs assessment will determine discrepancies between an ideal projection for an organization and the real-life situation. The differences between the ideal and real-life situations constitute the needs.

An ideal organization to serve women offenders is projected in (2.1) and is based upon the assumptions set forth in the rationale in (1.3). The real-life situation is described in (2.2) based upon examination of the organization as it really exists. It is important to start by considering what constitutes an effective organization when making a needs assessment. Ryan (1969) gave four criteria to determine the effectiveness of any organization or system. These criteria can be used as the basis for making a needs assessment in relation to an innovative plan to serve women offenders. These criteria are: (1) compatibility of organization and environment, (2) optimization on the organization in terms of being geared to accomplish the stated mission, (3) wholeness in terms of

having all of the parts or functions necessary, and (4) systematization in terms of having all parts clearly related to each other.

Ryan (1975) pointed out the importance of a needs assessment in developing innovative plans:

> The assessment of needs may reveal weaknesses to cause embarrassment, but when a sincere desire to improve the system exists, the long range gains will far outweigh a temporary discomfort to individuals or departments (p. 53).

The assessment of needs is an important step in planning. The assessment of needs related to innovative designs for women offenders will help to forestall development of unneeded programs, and prevent wasteful expenditures of resources. Kaufman (1972) suggested that needs assessments are ongoing procedures which must continuously be validated to ensure that the needs or discrepancies between the ideal and the real are reflected in the goals and subgoals. An assessment of needs will show what the end products should be, and suggest procedures to arrive at them. All too often correctional programs have had limited success, because they were initiated with little or no regard for needs. Needs are always situational. A need in one situation might be close to an ideal projection in another setting. A budget of a half million dollars might be totally inadequate for a 250 person reformatory--whereas it would be more than sufficient for a 15 person halfway house.

It is important to remember that assessment techniques are not infallible. The fact that an assessment has been made does not provide proof positive that a need has been accurately identified. This does not suggest that a needs assessment is of no value. Quite the contrary, the fact is the better the information base, the better the needs assessment. It should be remembered however, that needs which the asses-

sment process has helped to identify are only as accurate as the process itself. It is important to know what the assessment process is when considering needs which have been identified.

Formal needs assessments may not identify all needs of an organization. Sometimes needs may be recognized before a formal assessment is made. Needs may be frequently recognized through emerging conditions and accompanying problems. Conditions may suggest problems in situations where no formal needs assessment has been conducted. Formal assessments may then be used as a device to determine the extent and scope of the conditions out of which the need has been identified. Needs may also be recognized by some explosive situation of crisis. Even when needs arise out of crisis, a needs assessment should be made to give a better basis for setting priorities. Some needs may not be detected until a formal needs assessment has been made while others may be observed but exact dimensions are not revealed until an assessment is made, and still other needs may show themselves only in crisis situations.

The importance of conducting a formal needs assessment cannot be over-emphasized. Neilson (1975) pointed out that in making a needs assessment it must be kept in mind that this is not a causal identification process. Needs assessment should provide the basis for improving the organization. It should not result in wasted energies devoted to worrying about what caused the deficiencies. The need assessment is one of the most valuable tools for planning to improve organizations to serve women offenders.

An assessment of needs should reflect the thinking of the individuals involved in planning, and derive from a carefully planned collection of

relevant information. Identification of an ideal or optimum organization is the first step in assessing needs. Information should be collected about the real-life situation of an organization. This is accomplished by collecting information about offenders, staff, programs, hardware/software, facilities, financial support, and climate of the particular organization. The assessment is completed when the discrepancies are stated as precisely as possible to fulfill an ideal or optimum situation to serve women offenders. Once needs have been assessed, they will reflect what an organization must accomplish to implement innovative programs for women offenders. Needs will reflect problems such as inadequacies in areas of career development, mental health, family relationships, and economic independence of the offenders. Assessed needs will provide the basis for developing and implementing goals for women offenders and suggest ways for achieving those goals. Assessed needs constitute the criteria against which evaluation can be made on existing programs for women offenders.

In the agency or institution plan, the introduction to Chapter II, ASSESS NEEDS (2.0) is accomplished by defining the term and explaining why it is important. The next step is to project the ideal organization for women offenders (2.1).

PROJECT IDEAL ORGANIZATION (2.1)

The first major step of assessing needs is to project an ideal organization in relation to the development and implementation of innovative programs for women offenders. In projecting the ideal, the aim should be to anticipate what an organization would be like under optimum conditions. In projecting the ideal, an effort should be made to anti-

cipate what would be the situation if women offenders were able to obtain career development, participate in mental health treatment programs, have adequate, healthy family relationships, and were self sufficient and responsible when they were ready for release. The ideal projection should also include a description of the ideal staff, programs, hardware and software, facilities, financial support, and climate to achieve the optimum woman offender behaviors.

In the agency or institution plan, the section, PROJECT IDEAL ORGANIZATION (2.1) is accomplished by defining the term, explaining why projecting an ideal organization is important and then listing the components of an ideal organization to serve women offenders. The next step is to project the ideal behaviors for the women offenders of an organization (2.1.1).

PROJECT IDEAL WOMAN OFFENDER BEHAVIOR (2.1.1)

Ideal behaviors for women offenders refer to the knowledge, skills, and attitudes women offenders will possess upon release from the particular organization. If the correctional process it too relevant to the woman offender, it must ensure that behaviors are changed to the extent that when they are released from an organization, women offenders will possess the knowledge, skills, and attitudes to compete successfully in a free society. This will ensure that the women offenders will neither reenter the criminal system nor pose a threat to society.

The ideal outcomes for women offenders specified in (2.1.1) form the basis for determining the needs of women offenders in correctional organizations. This is probably one of the most important single components of an agency or institution plan. In this section, the particular organ-

ization serving women offenders goes on record to specifically state the expectations of the plan as far as behaviors of women offenders at the point of release is concerned.

Ideally and minimally, it would be expected that each organization would be able to turn out women offenders capable of achieving self-fulfillment, able to be economically sufficient, able to carry out citizenship responsibilities, able to assume family and social relationships. It would be expected that upon release, each woman offender would have basic skills of communication and computation, be able to use interpersonal skills in healthy social and familial relationships, have at least entry-level job skills in an occupation of her choice, traditional or non-traditional, to support a standard of living at least equivalent to that of the individual before arrest or incarceration, be self directing, and be capable of decision-making and goal setting. In essence, the woman offender should exit an organization with the capabilities for being socially productive, personally satisfied, and able to function in the free world in acceptable constructive ways. Above all, the woman offender should be motivated to achieve self-identity, vocational maturity, and familial security.

In the agency or institution plan, the section, PROJECT IDEAL WOMAN OFFENDER BEHAVIORS (2.1.1) is accomplished by describing exactly what will be expected in the way of women's behaviors at the point of termination from the particular organization. Such behaviors should be related to self fulfillment, economic sufficiency, civic responsibility, and social responsibility. The description of ideal women offenders' behaviors should describe, in detail, behaviors deemed essential to keep an indi-

vidual from either re-entering the criminal system or posing a threat to society. This important section should specify in detail, the expectations as far as the women population of the particular organization is concerned. The next step is to project the ideal staff to implement an innovative plan for women offenders (2.1.2).

PROJECT IDEAL STAFF (2.1.2)

Staff refers to all individuals who interact with women offenders in an organization. Staff will include every paid and volunteer worker in the particular setting where a plan will be implemented, as well as paid and volunteer workers in the community who interact with or provide services for the women offenders of the organization. This includes agency and institutional staff, outside resource personnel, employment counselors, labor, business, and industry representatives, teacher and counselors of public schools, and adult education programs in the community, college faculty, and vocational-technical program instructors.

Staff attitudes and competencies are important. The dedication and understanding of what is to be done and how an organization's goals are to be accomplished have a direct effect on the climate for woman offender redevelopment and influence the quality of the entire plan. In the ideal organization, all staff must be integrally involved in the delivery of innovative programs to women offenders in the particular setting. The projection of an ideal staff must identify what factors are important in staff to implement a plan. It is important to identify what age, race, sex, and other demographic factors would be important for the ideal staff to have.

In projecting an ideal staff it is useful to decide what staff would

be necessary to the organization in a period of time five years in the future it there were no constraints on the organization. It has been said that the most modern agency or institution alone cannot be successful; it is staff that makes the difference. What is needed, according to Reed (1975), are "persons of integrity, maturity, experience, flexibility, and 'heart'" (p. 221). Brinkman (1975) emphasized the importance of staff attitudes:

> Of the total budget in any institution, a great part of the expenditure is for personnel--custodial staff, chaplains, doctors, nurses, clerks, typists. . . . In one institution where the total annual budget is $9,401,000, cost for personnel is $5,573,000. In order to justify this tremendous outlay of money for personnel and in order to make the best use of our stockholder dollar on the resident, everybody had better be pulling together. . . .
>
> The prisoner is the reason for their employment and therefore that variety of people should have a common goal--the welfare and resocialization of the prisoner (p. 108).

The description of an ideal staff should be a comprehensive summary of what would constitute an ideal workforce in terms of racial minorities, sex, and age of workers for each job category within the organization, with the projection time set against a time frame with one-year, three-year, and five-year target dates. The description will indicate where the employees of the organization are positioned in the workforce structure. Projecting an ideal staff means establishing hiring goals, as well as goals for the composition of the total workforce of the agency or in-

stitution.

Establishing the projection for the ideal staff, then, will consist of identifying the ideal types of paid and volunteer workers in an organization and identifying ideal types of paid and volunteer workers in the community to develop the ideal behaviors for women offenders. It is important to remember that the identification of the kinds and numbers of staff should be projected, not only for the particular agency or institution, but also for the surrounding community that will contribute to the delivery of services to the women offenders.

In the agency or institution plan, the section, PROJECT IDEAL STAFF (2.1.2) is accomplished by defining the term, explaining why it is important and then describing in detail the competencies, attitudes, and roles that an ideal staff serving women offenders should have, and by describing the exact number of staff necessary in an ideal agency or institution. Community staff to support an ideal organization should also be projected in this section. Factors such as race, age, sex, and other demographic information should be included in the projection. The next step is to describe the ideal programs for women offenders (2.1.3).

DESCRIBE IDEAL PROGRAMS (2.1.3)

Programs in organizations serving women offenders refer to all organized structures with prescribed content and purposes set up to implement the mission of the agency or institution. Programs are identified by the functions they perform. Each major program function has small program units. For example, treatment programs include education, medical, psychological, and religious services; while security programs include all programs for control and custody for the women offenders. Ideally, pro-

grams will be considered in light of three major functions: (1) security, (2) treatment, and (3) administration.

It is important to develop innovative programs for women offenders that are concerned with the development of the total person. Sessions (1975) stated that an organization:

> (It) must prepare people for the world of work, but it must also prepare them to be intelligent consumers when they spend their earnings. It must prepare them to be effective of their family groups and effective citizens of their communities and of their world. It must prepare them to enrich the qualities of their lives (p. 297).

Ideally, every setting will provide programs in two locales: the programs which are offered for the women offenders inside of the agency or institution, and the programs which are offered in the community. Most institutions serving women offenders are small and offer little in the way of programs for career development, mental health, and family planning. It is necessary to provide these services through other channels. The community may have to be relied upon to provide programs for women which would be expensive and infeasible to install in the agency or institution. For example, if a woman offender desired to be a welder and there were a vocational-technical college near, it would be more cost effective to send the woman to the vocational school, rather than begin a welding program in the institution. The use of community programs is especially important to develop for use in jails. Usually, the jail is located in the heart of a community and close to many community services. It may be more feasible to send women offenders out into the community, rather than have the difficulties incurred with combining men and women offenders in one program.

The contributions of all disciplines must be thoroughly understood by all included in the delivery of programs to women offenders. In order for this to happen, all staff must understand what is to be done and what locales and resources can be used to accomplish specific objectives. If responsibility is to be developed, it can be done in such locales as the classroom by completing certain assignments. Responsibility can also be developed in the living area by keeping an area clean; in the recreation program by returning equipment on time; or in the work assignment by being on time for work.

Traditional programs for women offenders may be used in ways which contribute to the growth of the individual. Food services, maintenance, and laundry services can be used to develop the workhabits of the women offenders prior to formal experiences in other vocational or academic programs. Care must be taken to ensure that each individual is actually developing work habits and progressing both personally and professionally toward their chosen career goal. The use of institutional programs should be a springboard to better preparedness for the work world.

In the ideal organization, a re-ordering of priorities is required so the most effective utilization and allocation of resources in the agency or institution and the community can be realized. This will mean some dramitic changes in routine and will result in some women offenders engaging in programs at late hours, while others work split shifts.

In the agency or institution plan, the section, DESCRIBE IDEAL PROGRAMS (2.1.3) is accomplished by defining the term, explaining its importance, and then describing what would constitute ideal programs for women offenders in the particular setting. This section may be broken

down into two parts describing ideal programs in the agency or institution (2.1.3.1) and ideal programs in the community (2.1.3.2).

DESCRIBE IDEAL HARDWARE/SOFTWARE (2.1.4)

Hardware refers to equipment or machines that perform physical functions in presenting innovative programs for women offenders. Software refers to materials and supplies which enable the hardware to function.

Whether a plan is delivered to women offenders in an institutional setting or through community agencies, the use of hardware and software which are appropriate for the particular women offenders of the agency or institution. The test of adequacy of hardware/software utilization is one of quality, rather than quantity. It would be far better to have a few items which are appropriate and used, than to have rooms filled with uncrated hardware and software. In an agency or institution serving women offenders one 16 mm movie projector with the supporting films may have far greater value than an elaborate videotape system which no one has the background to operate. Because of the great amount of hardware and software and because of the sophistocation of marketing techniques, continuing evaluation of available items must be made, both in terms of their contributions to program objectives and a careful appraisal of new items. A new overhead projector may have many features which appear to be superior until availability of parts and maintenance have been evaluated.

Although there will be wide variation in the hardware and software selected and used, because of the individual differences in offender groups and between institutional and community programs, it is possible to identify certain items which would be included in any ideal system

serving women offenders. Computerized data storage of records could be explored. Certain packages of computerized instruction for adult basic education and General Educational Development may save time and money in academic education programs. Other hardware and software that will be necessary are those items such as office supplies for administration, keys and other necessary items for control, automobiles, vans, or other means of transportation, and implements for preparation of food. These items are by no means exhaustive. The hardware and software for supporting an ideal plan should take into account what an institution or agency has planned in the way of ideal programs and then to plan what hardware and software is to be used to support the programs. It would be pointless to plan programs which involved community resources to train offenders in vocational skills and not provide a means of transportation to get to the programs.

In the agency or institution plan, the section, DESCRIBE IDEAL HARDWARE/SOFTWARE (2.1.4) is accomplished by defining the term, explaining its importance, and then describing the hardware and software to support the plan. If two or more sections are used to describe the ideal hardware and software then point-numeric codes may be used as follows (2.1.4.1) and (2.1.4.2).

DESCRIBE IDEAL FACILITIES (2.1.5)

Facility refers to the area in which programs are carried out. Programs and services may be provided in an institutional setting or by using community resources.

The facility is extremely important in a plan. It is important to identify all of the areas where experiences can be provided to achieve the

agency's or institution's goals. Ideally, all facilities will be prepared to support the goals, and the environments in the various facilities will be designed to reinforce each other. It is crucial for the administrators to perform liason with the community agencies which will play a part in delivering services to women offenders. It is also important to ensure that facilities in the community will be open to the idea of training women offenders.

Ideally, as many facilities as possible will be included in the plan. A plan which develops programs which employ a wide range of facilities such as work and study release, community education, training, and treatment programs, furlough and pass programs, halfway houses and after-care release centers, are better prepared to offer experiences which are meaningful and worthwhile to offenders than setting where these programs and facilities are missing. The major aim here would be to develop as many facilities as possible to support the ideal programs developed in (2.1.3). Facilities will include those programs and services developed in the community as well as those programs in the institution. Ideally, each plan should strive to initiate as many programs as possible and utilize as many facilities as possible.

In the agency or institution plan, the section, DESCRIBE IDEAL FACILITIES (2.1.5) is accomplished by defining the term, explaining its importance, and then listing the ideal facilities that would be needed to support an innovative plan for women offenders. The description of ideal facilities can be broken down into two parts, a description of the ideal facilities at the agency or institution (2.1.5.1) and a description of the ideal facilities in the surrounding community (2.1.5.2). The next

step is to describe the ideal financial support of an innovative plan (2.1.6).

DESCRIBE IDEAL FINANCIAL SUPPORT (2.1.6)

Finances refers to monetary resources to support an agency or institution. The fiscal plan is a budget which provides for a systematic way of allocating and expending funds to achieve a given purpose.

All factors in a correctional agency or institution demand financial support. The innovative plan must be related to available funding. This means that all avenues of funding must be identified and agressively pursued. Reliance on only one funding source will most certainly result in inadequate financial resources to complete the task of redirecting women offenders.

The public wants humane treatment for offenders at the lowest possible cost. Agencies and institutions serving women offenders have been historically some of the highest cost programs of corrections. If programs for women offenders are to be meaningful, then other sources of funding must be applied for. It is crucial to know how limited funds are being spent and what the payoff is. To know only how much is being bought is a shortcut to the poorhouse. Corrections may not be the most popular program for expenditure of tax dollars. Programs serving women may be less popular because of the invisibility of the woman offender into social assets rather than liabilities.

Financial support may be obtained from a number of different resources, and may not be limited to budgeting from an annual appropriation. Monies may be obtained from the Law Enforcement Assistance Administration, State Planning Agencies, and Social and Rehabilitative

Agencies. Monies for individual offenders may be obtained from the Veteran's Administration, Comprehensive Employment and Training Administration, Social Security Administration, Vocational Rehabilitation Agency and Department of Public Welfare. This list is not exhaustive and a program for identifying and seeking funds from as many sources should be initiated in an ideal system. Ideally, all funding sources would be identified and applications for funding would be made and submitted well ahead of any deadline dates. This program would be ongoing and ways to support programs in the agency or institution and in the community would be identified and utilized.

In the agency or institution plan, the section, DESCRIBE IDEAL FINANCIAL SUPPORT (2.1.6) is accomplished by defining the term, explaining why financial support is important, and then describing how ideal financial support would be obtained for the particular setting. The description of the ideal financial support would identify the particular sources of funding for the agency or institution, and list how funding would be pursued. Expenditure of funds for an ideal plan would also be included in this section. The final step in projecting an ideal organization will be to describe the ideal climate to be achieved in the agency or institution (2.1.7).

DESCRIBE IDEAL CLIMATE (2.1.7)

Climate refers to the motivational effect of the total environment upon the individual. The climate must be considered in terms of the way in which each part of a plan, and the various combinations of parts, reinforce the concept of the innovative plan.

Climate is one of the most important parts of a plan for women of-

fenders. Since settings serving women offenders are complex and diverse, and the interactions between settings serving women and the surrounding community are dynamic and sometimes tenuous, it is critical to examine factors which contribute to a positive climate. The culture of the offenders cannot be disregarded as this will invite program failure. The environment in the agency or institution and the community must be such that a positive climate is ensured. Staff must provide the individual with as much support as possible. This support will ensure that the woman offender can develop self-understanding and understanding of various life styles, and can develop the role behaviors for constructive and productive participation in a free society. Positive climates are carefully planned, they do not just happen. In developing a positive climate for the particular setting for women offenders it is necessary that staff understand and support the mission of the plan, are open to new ideas, are flexible and are willing to accept new and different roles in the agency or institution. A climate for growth in the community is another critically important factor in developing an ideal climate. Community attitudes about women offenders should be positive and supporting. There should be a willingness on the part of the community to accept women offenders into the community for purposes of training, education, and treatment. Finally the women offenders themselves would have a feeling of trust and support towards the agency or institution that will allow them to develop the positive behaviors that are necessary to become productive citizens in a free society.

In the agency or institution plan, the section, DESCRIBE IDEAL CLIMATE (2.1.7) is accomplished by defining the term, explaining why it is

important, and then describing the ideal climate for the agency or institution for which the plan is being developed. This description of the ideal climate should include how climate will be developed for offenders and staff. The description will also include what must be done to develop a positive climate in the surrounding community to support an innovative plan under ideal conditions. The description of the ideal climate completes the projection of the ideal organization. The next step is to analyze the real-life organization (2.2).

ANALYZE REAL-LIFE ORGANIZATION (2.2)

Information describing women offenders and staff, programs, hardware/software, facilities, financial support, and climate in the real-life environment must be collected and analyzed. To analyze means to break a whole into its component parts, identify the parts, examine the parts, and limit the process so as not to lose the identification of the parts. The analysis of information is the process of identifying the basic categories of information, separating data into those categories, and determining the relationships among the information categories. An information system for an agency or institution serving women offenders must provide meaningful data on the offenders, staff, programs, hardware/software, facilities, finances, and climate.

Analysis of information is very important in order for efficient planning to take place. There is little question that the planning function of any program is improved and facilitated by having carefully analyzed data. In the design of a plan to serve women offenders, it is essential to have relevant information about the parts which make up an organization. The analysis of the real-life organization should include a des-

cription of the current situation with regard to women offenders (2.2.1), staff (2.2.2), programs (2.2.3), hardware/software (2.2.4), facilities (2.2.5), financial support (2.2.6), and climate (2.2.7).

In the agency or institution plan, the section, ANALYZE REAL-LIFE ORGANIZATION (2.1) is accomplished by defining the term, explaining why it is important, and identifying what components of a real-life organization will be analyzed in developing an innovative plan for women offenders. This introduction will be followed by a detailed recording of information under each of the seven categories. First the women offenders must be described (2.2.1).

DESCRIBE WOMEN OFFENDERS (2.2.1)

The description of women offenders refers to making a summary of complete records including objective and subjective data, both current and historical.

The offender is the focal point of an agency or institution serving women offenders. It is for the woman offender that the organization exists. The starting point in planning is to know the characteristics of the women. Planning to meet women offenders' needs requires a complete and accurate picture of the offenders' characteristics. Data about women offenders are needed to establish the product goals and process goals and a means for achieving those goals. The more time and effort that is spent in making as accurate and complete analysis of information on women offenders will reap great rewards when developing plans to meet women offenders' needs.

At a minimum, the following data should be recorded to describe the total woman offender population in the agency or institution where a plan

to serve women offenders will be implemented:

1. Age (range, average number and percent in various age brackets)

2. Sex (number and percent of male and female)

3. Ethnic background (number of different backgrounds)

4. Marital status (number single and married)

5. Employment (number unskilled, semi-skilled, skilled, semi-professional, professional)

6. Highest grade acheived (number with different grade level equivalencies, college, advanced degress)

7. Aptitudes (number with different aptitudes, according to standardized test results, if available)

8. Interests (number having different interests, according to standardized tests, if available)

9. Mental ability (number in different bands, according to standardized tests, if available)

10. Offense record (number sentenced for different reasons)

11. Length of time remaining to serve (number with different amounts of time remaining)

12. Attitudes (number of different attitudes, according to standardized tests, if available)

13. Medical history (number receiving medical care, by type of care)

14. Mental health treatment (type of treatment received)

15. Family status (number of children)

16. Economic status (monthly amount of income received, and source of income)

17. Specialized training (number and type of training received, if

available)

Additional data should be provided if possible. The idea is to provide in tabular form a composite picture of the total population, not identify or describe a single individual. As much data as possible should be recorded to describe the population. If an information processing form has been used to record data about women offenders, all of the recorded data should be entered in the plan in an organizaed form in (2.2.1).

In the agency or institution plan, the section, DESCRIBE WOMEN OFFENDERS (2.2.1) is accomplished by briefly defining what is meant by this section, explaining its importance, and recording in quantitative form the complete demographic data describing the population for the agency or institution serving women offenders. The next step is to describe staff (2.2.2).

DESCRIBE STAFF (2.2.2)

This section refers to a description of all of the staff currently engaged in the delivery of services to women offenders at the particular agency or institution.

An innovative plan for women offenders requires total participation of all staff. This includes volunteer as well as paid staff. Information is needed about attitudes, competencies, and experience of all staff--both agency or institutional and community--who are involved in the program. At a minimum, the following data should be recorded to describe the total staff in the agency or institution and the community:

1. Age (range, average number in various age brackets)
2. Sex (number and percent male and female)
3. Ethnic background (number and types of backgrounds)

4. Marital status (number married and single)

5. Highest grade completed (number with different grade level equivalencies, college, advanced degrees)

6. Job placement (number in different types of jobs in agency or institution and community)

7. Interests (number of different interests, if available)

8. Recreational activities (number of different recreational activities, if available)

9. Publications (number of professional publications by title and topic)

10. Certifications (number and type of certifications in professional organizations, if available)

11. Length of service (number of years employed in correctional setting)

12. Professional organizations/affiliations (number and type of organizations or affiliations in professional groups)

13. Professional offices held (number of offices held)

14. Performance appraisal (number performing at or above critirion level)

Additional data should be provided if available. The staff should be described in as comprehensive a manner as possible. The idea here is to develop a picture of an entire staff. This section may be broken down into two or more parts to describe paid and volunteer staff, or to describe agency or institutional and community staff. As much data as possible should be recorded to describe the characteristics of the existing staff where a plan is being developed.

In the agency or institution plan, the section, DESCRIBE STAFF (2.2.2) is accomplished by defining the term, explaining its importance and then listing in tabular form the characteristics of the existing staff of the agency or institution serving women offenders. All staff, including volunteers and personnel in the community should be listed in as complete a form as possible. The next step is to describe the programs currently underway at the agency or institution (2.2.3).

DESCRIBE PROGRAMS (2.2.3)

Programs for women offenders were defined in (2.1.3). The programs of an agency or institution serving women offenders perform three major functions: (1) security, (2) administration, and (3) treatment.

It is important to understand what programs are included in each function and how each existing program contributes to the achievement of the mission of the particular setting. Identification of existing programs should also extend to the adjacent community. It is here that women offenders should receive the bulk of services and reduce the need for expensive programming in the setting. Identification of programs in the agency or institution and the community will also give clues as to how existing programs could be modified to bring about changes in behaviors at the lowest possible cost with regard to time, money, and staff. The aim here is to identify every possible program which exists in the agency or institution and community with regard to the betterment of the woman offender.

In the agency or institution plan, the section, DESCRIBE PROGRAMS (2.2.3) is accomplished by defining the term, stating its importance, and then describing the existing programs in the agency or institution

and also the existing programs in the adjacent community that are available for woman offender use. This section may be broken down into two parts, a description of agency or institutional programs (2.2.3.1) and a description of community programs (2.2.3.2). The next step is to describe the hardware and software of the agency or institution serving women offenders (2.2.4).

DESCRIBE HARDWARE/SOFTWARE (2.2.4)

Hardware refers to the physical equipment required to support a plan. Software refers to the consummable items, materials, and supplies.

The hardware and software in the real-life organization must be inventoried to (a) optimize use of equipment and materials, (b) develop motivation in the women offenders, (c) bring the distant and remote world to women offenders whose direct contact with the outside world may be limited or cut off, and (d) help the woman offender become aware of the different options by giving her hands on experiences in the free world. An inventory of hardware and software should include those items of hardware and software in the adjacent community. This inventory should be as complete as possible for both the agency or institution and the community. It would be a hopeless waste of time and money to purchase a welding machine to train women offenders for nontraditional employment without first finding out what the vocational-technical college two blocks away has in the way of equipment. It would also be pointless to purchase a computer, when a computer company in the community could rent time and provide the same, if not more, services at a lower cost. The aim in describing hardware and software will be to give a complete picture of what is present or available for the use of the particular set-

ting serving women offenders.

In the agency or institution plan, the section, DESCRIBE HARDWARE/SOFTWARE (2.2.4) is accomplished by defining the term, stating its importance, and then listing all of the hardware and software on hand at the agency or institution and the community. This section could be broken down into two parts, a description of the hardware and software in the agency or institution (2.2.4.1) and a description of the hardware and software in the community available to the agency or institution (2.2.4.2). The next step is to describe the facilities available to the real-life organization (2.2.5).

DESCRIBE FACILITIES (2.2.5)

Facilities refer to the areas in which the programs for women offenders take place. The information about the real-life facilities are important because the plan must be geared to what is potentially available.

Data to describe the facility must be provided since this description actually specifies the environment in which the innovative plan will take place. This does not mean the programs must be taking place at the time of the facility analysis. It does mean, however, that both the environment and the resources in that environment--at the agency or institution and the community, are identified. All facilities in the community that have a potential for delivering a plan to women offenders must be identified. Since one of the basic assumptions is that there must be a cooperative effort of both agency or institution and the community, all community facilities must be identified.

To identify facilities means to locate those physical settings which have a potential of delivering programs to women offenders. One example

of this would be the location of a mental health treatment center in the adjacent community which would have the potential of providing treatment to those women who needed those services. It is critically important for community facilities t be inventoried for use by women offenders. The use of these facilities will enhance programs and save valuable institutional resources for those who may be too disruptive to benefit from community services.

In the agency or institution plan, the section, DESCRIBE FACILITIES (2.2.5) is accomplished by defining the term, explaining why it is important, and then providing an inventory of facilities which are currently available for use by women offenders at the particular setting and in the community. This section may be broken down into two parts, describing the facilities at the agency or institution (2.2.5.1) and describing the facilities in the adjacent community (2.2.5.2). The next step is to identify the real-life financial support for women offenders (2.2.6).

DESCRIBE FINANCIAL SUPPORT (2.2.6)

Financial support in the real-life organization refers to the amount of funds which are available to support the agency or institution and the sources of these funds. This information can be obtained from budget records, program planning and budget forms, and business accounting forms.

Information about financial support is important to a plan because these financial resources constitute a requirement of the organization. It is critical to know how much money is available to support programs at the agency or institution. It is equally important to know indirect funding sources. If an education program has a specified funding source other than the parent organization, it is vital to know what funds have

been allocated, where they came from, and what funds remain for staff, construction, or modification of facilities, for acquisition of hardware and software, and for repair and maintenance of equipment. It is also critical to know hwat funding is being made on a one-time basis, that is, one year federal or state grants to run pilot programs.

The way in which goods and services can be used to support programs will depend in large measure on the thoroughness with which financial support information is gathered and analyzed. In order for to design an effective and efficient plan for women offenders, a budget must be provided in which allocations are specified for the achievement of objectives. Support of the plan by external sources must also be identified.

In the agency or institution plan, the section, DESCRIBE FINANCIAL SUPPORT (2.2.5) is accomplished by defining the term, stating its importance, and then providing a detailed breakdown of existing financial support of the setting serving women offenders. The next step is to describe the climate of the particular setting (2.2.7).

DESCRIBE CLIMATE (2.2.7)

Climate refers to the physical and psychological environment factors affecting morale and motivation of the women offenders and staff. Factors which reflect climate include staff and woman offender attitudes, staff and woman offender morale, and physical facilities.

The climate of the real-life organization is very important. The climate must be positive within the agency or institution and also within the adjacent community in order for any kind of innovative plan to succeed. The description of the climate in the agency or institution

setting and the community setting is largely a subjective activity, rather than an objective one. One way of obtaining some ideas about the climate on the particular setting would be through the use of surveys and questionaires. Ratings can be obtained about staff-offender relationships, staff-administration relationships, staff morale, offender morale, offender-administration relationships, staff support of agency/institution mission, offender support of agency/institution mission, community attitudes towards agency/institution, community attitudes towards women offenders, and community support of agency/institution mission. It is also important to know the kind of communication pattern being used; that is, top-down, two-way, or some other kind of pattern. The administrative pattern, such as authoritarian, democratic, or laissez-faire, also will bear directly on the psychological climate. Information about the provision for other services, such as, inmate grievance procedures, ombudsman, and other similar services should be included. Information about the physical climate would include a brief description of the condition of the particular setting. This description would include such information on the condition of the lighting, heating, ventilation, paint, decor, and other similar factors.

In the agency or institution plan, the section, DESCRIBE CLIMATE (2.2.7) is accomplished by defining the term, stating its importance, and then describing in detail the actual climate at the particular setting serving women offenders. The description of the climate should include a section on the physical climate of the setting and a description of the psychological climate of the setting. This section should present as complete a picture as possible of woman offender and staff attitudes, morale, motivation and extent to which there is support of the agency or in-

stitutional mission. The description of the climate completes the analysis of the real-life organization. The next step is to assess needs of the organization (2.3).

DETERMINE/PRIORITIZE NEEDS (2.3)

Innovative planning requires an active, ongoing assessment of an organization's needs. The primary focus of needs assessment in an organization serving women offenders is on the needs of the offenders. Secondarily, the needs of the organization in terms of staff, programs, hardware software, facilities, financial support, and climate must also be assessed. A needs assessment will determine the discrepancies between the optimum behaviors and the real-life outcomes of women offenders as well as pointing out deficits in staff, programs, hardware/software, facilities, financial support, and climate of the organization. Differences between the optimum and real-life situations constitute the needs.

The women offenders' needs are by far, the most important. These needs will determine the product goals which the organization will accomplish to make the women offenders productive, useful members of society. Needs assessed about staff, programs, hardware/software, facilities, financial support, and climate will become the basis for determining means to achieve the product goals. Needs are determined by a comparison of the ideal organization which was projected in (2.1) and the real-life organization which was analyzed in (2.2). The section DETERMINE/PRIORITIZE NEEDS (2.3) is made up of seven parts. Women offenders' needs are assessed in (2.3.1), staff needs are determined in (2.3.2), program needs are determined in (2.3.3), hardware/software needs are determined in (2.3.4), facility needs are determined in (2.3.5),

financial support needs are determined in (2.3.6), and climate needs are determined in (2.3.7).

In the agency or institution plan, the section, DETERMINE/PRIORITIZE NEEDS (2.3) is accomplished by defining the term, stating why it is important, and then identifying the seven parts of determining needs for an organization serving women offenders. The first step is to assess the needs of the women offenders (2.3.1).

ASSESS WOMAN OFFENDER NEEDS (2.3.1)

Assessing woman offender needs is accomplished in two steps: determining woman offender needs (2.3.1.1) and prioritizing woman offender needs (2.3.1.2). To determine woman offender needs means to compare the ideal behaviors in (2.1.1) with the real-life outcomes of women offenders in (2.2.1). To prioritize needs means to place the needs into order according to importance.

The needs of the women offenders are the primary concern of any setting serving women offenders. Offenders are the reason that an organization exists. Cooper (1975) observed, "If one is attempting to promote growth, determination must be made as to areas in which offenders desire of need to develop personally" (p. 82). In establishing a rationale for the organization, the basic assumptions stated broadly which kinds of skills, attitudes, and knowledge needed by women offenders in order for them to return to free society as productive citizens. The end product of any organization serving women offenders should be individuals who are capable of being fully functioning persons who are productive and constructive members of society.

The assessment of women offenders needs is a comparison wh... is

made by determining the discrepancies between ideal and real-life situations. This menas that in each setting, the ideal, particularly concerning the women offenders' behaviors, must be specified as precisely and objectively. An example of the identification was presented by Neilsen (1975): If a desired outcome for offenders in a correctional setting is that they all have mastered the 8.0 level in reading vocabulary during their incarceration, and if the records show that 80% of the population are reading below the 8.0 level, then a primary need is to raise the reading vocabulary of 80% of the offenders to 8.0. This same kind of comparison must be made between ideal and real-life situations on all of the dimensions of desired outcomes for offenders. The result will be the identification of the women offenders' needs.

In the agency or institution plan, the section, ASSESS WOMAN OFFENDER NEEDS (2.3.1) is accomplished by defining the terms, explaining their importance, and identifying the two parts of the section. The next step is to determine women offenders needs (2.3.1.1).

DETERMINE WOMEN OFFENDERS NEEDS (2.3.1.1)

A woman offender need is the difference between the ideal outcomes described in (2.1.1) and the real outcomes described in (2.2.1). This information is sent forward to (2.3.1.1). The difference between what the women offenders are actually like and the way they would be ideally are woman offender needs.

Ideally, the woman offender would be a fully functional person, having achieved self fulfillment, capable of being economically independent, able to carry out citizenship responsibilities, and be able to carry out social responsibilities in the home and family. Women offenders will, in

fact, lack most of these characteristics and abilities.

Any innovative plan must be primarily related to the women offenders' behaviors. If a plan is being written to improve staff development, the ultimate end of staff development will be increased ability to interact with the women offenders. The plan may address one aspect of an organization, but the ultimate end of corrections is related to improved behaviors, therefore the focus must be in terms which relate to behaviors of the women offenders.

The purpose of staff development might be to develop improved interpersonal skills. On the surface, this may not appear to have any real bearing on behaviors. Actually it does, because improving staff interpersonal skills will benefit the women offenders through increased interaction of staff with each other and staff with the women offenders. Without the offenders, systems of corrections would not exist, precluding staff, therefore improved behaviors of offenders is manifest.

It is important to determine women offenders' needs so that programs can be planned to meet these needs. Under ideal conditions all women offenders would be able to gain and maintain productive employment. For example, in a community program for women offenders, the aim would be for 100% of the women to be employable. If it were determined that only 20% were employable, one need would be to increase the level of employability for the 80% who are unemployable.

In the agency or institution plan, the section, DETERMINE WOMEN OFFENDERS NEEDS (2.3.1.1) is accomplished by defining the term, explaining its importance, and then actually listing the needs of the women offenders of the particular setting. Once the women offenders' needs have

been determined, the next step is to place the women offenders' needs into priority order (2.3.1.2).

PRIORITIZE WOMEN OFFENDERS' NEEDS (2.3.1.2)

Once women offenders' needs have been determined, they must be placed into order of importance utilizing the criteria of urgency and feasibility. Urgency refers to the immediate importance of meeting a need. Feasibility refers to the possibility of meeting the need.

This function is greatly important because much time could be wasted if the most critical needs which feasibly could be met were overlooked, while energy and resources were put into the less important or less possible ones. Thus, one of the most important in assessing needs is to prioritize the discrepancies. This is accomplished by examining the discrepancies between the ideal behaviors and the real-life outcomes for women offenders. Mager (1970) emphasized the need to determine the importance of discrepancies once the nature of the discrepancies have been determined. He noted that:

> Not every discrepancy between what people do and what we would like them to do is worth trying to eliminate. It is simply not realistic to expect to be able to remold the world into an image of our own desires. We must be selective about which discrepancies to attack. The way to do that is to check the consequences of leaving the discrepancy alone. A useful thing to do is to complete the sentence, "The discrepancy is important because . . ." This will help you avoid. . .the head-nodding that is so easy when the question is asked in the yes-no form. Completing the sentence will force into the open the reasons

> why someone says the discrepancy is important. Once that is done, the importance of the discrepancy can be evaluated more realistically (p. 12).

The method of prioritizing needs is a process of placing value on the relative importance of each need which has been identified in the determination process. This means making value judgements as to the urgency and feasibility of meeting the need. Urgency and feasibility determine the relative importance of each need.

The process of establishing priorities is a simple one of rating and rank-ordering the needs which have been determined. A chart is a helpful tool for prioritizing needs. On one axis, all needs which have been determined are listed. On the converging axis, the criteria for rating are listed. Each need to be prioritized may then be rated on a rating scale. Each rating is then placed on the grid. These are two major criteria considered in rating: urgency and feasibility. A need may be identified which is seen to be tremendously urgent, but, given the existing situation, there is no way to do anything to meet the need in the foreseeable future. Thus, the feasibility would be very low, urgency would be high. The need would probably fall about midpoint in a grid.

For example, a reformatory for women offenders identifies two needs: increased employability and increased academic achievement level. If it can be assumed that it is equally urgent to develop employability skills and basic academic skills, then the academic achievement need and employability need would be rated the same. While both needs are urgent, the need for increased employability skills is more feasible because resources are available at the particular setting. Thus it would receive the high-

er priority illustrated in Figure 1.

Criteria	Needs	
	Academic	Employability
1. Urgency	5	5
2. Feasibility	1	4
Total	6	9

Rating needs on 0 to 5 scale

Figure 1.

In the agency or institution plan, the section, PRIORITIZE WOMEN OFFENDERS' NEEDS (2.3.1.2) is accomplished by defining the term, explaining its importance, listing the criteria to be used, and placing the needs determined in (2.3.1.1) in a priority listing. The priority listing should be in chart form. The next step is to determine the needs of the staff of the particular setting serving women offenders (2.3.2).

ASSESS STAFF NEEDS (2.3.2)

Staff needs refer to the number and type of personnel required to carry out the programs of an organization serving women offenders. Assessing staff needs requires a comparison between the ideal staff (2.1.2) and the real staff (2.2.2). Staff needs at the paid and volunteer level must be assessed. Staff needs in the adjacent community must also be assessed. It is important to remember that numbers of staff are not the only things which are assessed in this section. For example, if a jail lacks medical staff for women offenders, it is important to specify what

the characteristics of the necessary staff are as well as the numbers of staff needed. If other factors are listed in an ideal projection which are not part of the real-life situation then these factors also constitute needs of the staff. Factors such as race or sex of staff may also be listed as needs. If a staff is 95% white working with an 85% black population of women offenders, one need may be to hire more black staff members.

In the agency or institution plan, the section, ASSESS STAFF NEEDS (2.3.2) is accomplished by defining the term, stating its importance, and listing the needs of the staff in detail. The next step is to assess the program needs of the organization (2.3.3).

ASSESS PROGRAM NEEDS (2.3.3)

Program needs refer to the discrepancies between the ideal programs for women offenders described in (2.1.3) and the real-life programs described in (2.2.3). Program needs are determined by a comparison of the real and ideal programs in both the organization and the community. If an organization serving women offenders had projected that ideally, women would be trained in community vocational programs, and upon analysis of the real-life situation, found that community vocational training programs were not used to train women offenders, then the program need would be to develop a community vocational training program for the women offenders.

In the agency or instituiton plan, the section, ASSESS PROGRAM NEEDS (2.3.3) is accomplished by defining the term, telling how program needs are determined, and then listing the program needs for the particular setting serving women offenders. This section may be broken down into

two parts: program needs for the particular setting (2.3.3.1) and program needs for the community (2.3.3.2). The next step is to assess hardware/software needs for the particular setting serving women offenders (2.3.4).

ASSESS HARDWARE/SOFTWARE NEEDS (2.3.4)

Hardware and software needs refer to the discrepancies between the ideal hardware/software described in (2.1.4) and the actual amount of hardware/software described in (2.2.4). Hardware and software needs are determined by comparison of what is desired (2.1.4) to what is on hand (2.2.4).

In the agency or institution plan, the section, ASSESS HARDWARE/SOFTWARE NEEDS (2.3.4) is accomplished by defining hardware and software needs, describing the process for determining hardware/software needs, and listing the actual hardware and software that are needed for the agency or institution serving women offenders. The next step is to assess facility needs (2.3.5).

ASSESS FACILITY NEEDS (2.3.5)

The facility needs in an organizaiton refers to the discrepancies between the facilities described as ideal in (2.1.5) and the facilities as they actually exist described in (2.2.5). The facility needs are determined by comparison of the ideal facilities and the real facilities. Determining facilities needs also refers to determining what facilities in the adjacent community do not meet what would be considered as optimum. The aim here is to identify what is needed at both the setting and the community to deliver services to the women offenders.

In the agency or institution plan, the section, ASSESS FACILITY NEEDS (2.3.5) is accomplished by defining facility needs, describing how facility needs are determined, and then listing the actual facility needs of the particular setting serving women offenders. This section may be broken down into two parts: determining facility needs for the setting (2.3.5.1) and determining facility needs for the community (2.3.5.2). The next step is to assess financial support needs for the organization (2.3.6).

ASSESS FINANCIAL SUPPORT NEEDS (2.3.6)

Financial support needs refer to the discrepancies between ideal funding described in (2.1.6) and the actual funds supporting the setting described in (2.2.6). By comparing the ideal with the real, the financial support needs are determined.

In the agency or institution plan, the section, ASSESS FINANCIAL SUPPORT NEEDS (2.3.6) is accomplished by defining financial support needs, describing how financial support needs are determined, and listing the financial support needs of the actual setting serving women offenders. The next step is to assess the climate needs of the organization (2.3.7).

ASSESS CLIMATE NEEDS (2.3.7)

Climate needs refer to the discrepancy between the ideal climate described in (2.1.7) and the actual climate of the agency or institution described in (2.2.7). Climate needs are determined by comparing the ideal (2.1.7) with the real (2.2.7) climate.

In the agency or institution plan, the section, ASSESS CLIMATE NEEDS (2.3.7) is accomplished by defining climate needs, describing how climate needs are determined, and then listing the climate needs of the particu-

lar setting serving women offenders. With the assessment of climate needs, the chapter ASSESS NEEDS (2.0) is completed.

Conclusion

The comparison of the real with the ideal determined the needs of the offenders and the needs of the organization staff, programs, hardware/software, facilities, financial support, and climate. It is vital for the needs of the organization to be known so that in Chapter III the goals and objectives can be developed to help meet the various needs. The next major step is to define and develop the desired ends and means to achieve those desired ends. This will be explained in Chapter III, SYNTHESIZE ENDS/MEANS (3.0).

CHAPTER III

SYNTHESIZE ENDS/MEANS (3.0)

Introduction

> Female offenders need a system which they do not feel the need to fight because only then will they be able to concentrate on changing themselves. The smaller size women's institutions and the fact that females' crimes have generally threatened the public less provides an opportunity for the implementation of progressive experimental programs which could improve corrections for both sexes.
>
> M. W. Lehtinen

The purpose of this chapter is to state the desired ends to be achieved and the means by which these goals will be accomplished. This chapter presents the operational blueprint for action for an agency or institution to plan innovative programs for women offenders.

The synthesis of ends and means is a statement of desired ideals to be achieved and the practices and procedures to be implemented in order to achieve these ends. The synthesis of ends and means is accomplished by using the foundation of the plan which was established in first stating a rationale for the plan and then assessing needs for the organization.

It is most important to give careful attention to the synthesis of ends and means for women offenders in the agency or institution for which the plan is being designed. It is this synthesis of desired ends and the means for realizing these ends that sets the performance objectives, determines the activities to be implemented to accomplish the objectives, establishes a time frame in which to progress toward the desired ends, establishes costs, and names the positions which will have responsibility for monitoring progress toward each objective. In fact, the synthesis of

ends and means will ensure that accountability is established for a plan. Employment of a systematic process for establishing ends and determining means enhances the opportunity for making the best possible use of resources. When a systems approach is used to set desired ends and determine means for achieving the goals, attention is given to the possible contingencies which might arise and alternatives to be considered in light of the various contingencies. For example, if there is a likelihood that a reformatory for women offenders would decrease its population from 250 to 125 within the coming five year period, but the population decrease is not absolutely certain, it would be a good idea to make two plans, contingent on the two possible conditions. One plan would be devised in light of a constant population of 250; the other plan would be made to accomodate a population of 125. Another example of contingency planning would be to vary the anticipated appropriation for support of the agency or institution. Plan A might be designed around a total budget of $2,500,000, and Plan B might be made with a budget of $1,750,000 as the amount to support a program.

It is important to bear in mind that the goals for the agency or institution were set initially at the time the ideal organization was projected. Ordinarily, the desired ends which are set forth in the ideal projection tend to be very idealistic, and somewhat removed from the realm of practical attainment, at least within the immediate future. In this section, the goals are converted to performance objectives which are very specific in nature and are attainable within a given time limit.

In the agency or institution plan, the introduction to Chapter III is written by describing the relationship of the preceding chapters to

this chapter, and stating the purpose of Chapter III. The first step in the synthesis of ends and means for women offenders is to state the goals for the plan to serve women offenders (3.1).

STATE GOALS (3.1)

A goal is a desired outcome, general in nature, and somewhat idealistic and abstract. Goals are not measurable. Goals should not be so far removed from reality as to be meaningless. Neither should they be so pedestrian that no effort is needed to accomplish them.

Goals may be acquisitive or retentive. Acquisitive goals are desired ends which do not currently exist in an organization. Retentive goals are desired ends which currently do exist in an organization, and it is deemed important to retain these outcomes in the future.

Ends and means are interrelated. There is a hierarchy of ends and means. This interrelationship is expressed in the form of product goals and process goals which are implemented in performance objectives.

Product goals are intrinsic goals. Product goals are considered to have worth in and of themselves, and constitute the ultimate ends to be achieved. The product goals reflect the philosophy of basic assumptions and are compatible with the mission of the particular agency or institution serving women offenders. The product goals refer to the product of a particular organization. In the case of agencies or institutions serving women offenders, the women offenders would be considered to be the products of the system. Achievement of the product goals will ultimately result in the accomplishment of the organization's mission.

Process goals are instrumental goals, and refer to the means by which the product or intrinsic goals can be accomplished. Whereas pro-

duct goals refer to the ultimate ends desired for the women offenders, process goals refer to staff, programs, hardware/software, facilities, financial support, and climate. These process goals are the instrumental means by which the desired ends for the woman offender can be achieved. Goals which are very broad in nature, and have universal applicability are implemented in process goals which fit a particular organization's philosophy or needs. Process goals will be subsequently implemented in performance objectives. Process goals are desired ends, general in nature and somewhat idealistic, which are specific to an agency or institution for women offenders. A product goal for women offenders in the Holly Hill Reformatory might be for women offenders to achieve self fulfillment. A process goal for this might be for the institution to develop a group therapy program to increase offender's self esteem. A product goal might be to develop civic responsibility of women offenders. A process goal implementing this might be to develop a community visitation program.

The statement of product and process goals is important because it establishes the desired outcomes for the agency or institution planning to meet the needs of the woman offender. There is information brought forward form the ideal projection which was made in (2.1). This information ensures that product goals and process goals stated in (3.1) are compatible with and derived from the ideal projection. In fact, the desired ends which were set when the ideal was projected and the product and process goals stated in (3.1) could be identical.

In the agency or institution plan, the section, STATE GOALS (3.1) is accomplished by defining the terms, goal, product goal, and process

goal; and telling why the statement of goals for women offenders is important. This will be followed by the sections in which the product and process goals for the agency or institution serving women offenders are stated. The first step is to state the product goals for women offenders (3.1.1).

STATE WOMAN OFFENDER PRODUCT GOALS (3.1.1)

To implement the mission of achieving fully functioning women who are positive, productive citizens in society, there are product goals which must be accomplished in every agency or institution serving women offenders. These product goals may be derived internally by administrators or managers of an organization. Product goals may also be obtained from external sources such as the standards and goals set by the National Advisory Commission on Criminal Justice Standards and Goals (1973). Ryan (1977) identified four product goals which were considered to be necessary to accomplish the mission of corrections. These four product goals reflect the concepts of redirection and reintegration of women offenders as constructive, positive members of society. The four product goals are: (1) self fulfillment; (2) economic sufficiency; (3) civic responsibility; and (4) social responsibility.

The statement of product goals is most important. The goals stated may be internally generated or externally generated. Whatever product goals are selected will in turn, set the process goals in a direction toward the ultimate accomplishment of the product goals for the organization serving women offenders.

In the agency or institution plan, the section, STATE WOMEN OFFENDER PRODUCT GOALS (3.1.1) is accomplished by identifying and listing the pro-

duct goals to be stated for the plan; and telling why they are important. The product goals stated in (3.1.1.1), (3.1.1.2), (3.1.1.3), and (3.1.1.4) may be all used or selected product goals may be used. If other product goals are used, the same format for the (3.1.1) section should be followed. The next step is to state the self-fulfillment product goal (3.1.1.1).

STATE SELF-FULFILLMENT PRODUCT GOAL (3.1.1.1)

The product goal for self-fulfillment refers to the development of feelings and overt behaviors which reflect a positivee self image, and the acquisition of knowledge, skills, and attitudes which make it possible for the individual to realize her full potential.

Every individual has the potential for fulfillment. The extent to which the fulfillment of the self is realized depends on the degree to which the individual recognizes her potential capabilities and in turn, the degree to which these capabilities are developed in the fullest. Self-fulfillment can only come when the individual has acquired the basic skills which make it possible for her to function in personally satisfying and socially productive ways. Without these kinds of experiences, it is difficult, if not impossible, to develop the kind of self-image which is basic to self-fulfillment. The individual must become the person she is capable of being before self-fulfillment is possible. This means the individual must acquire basic skills of communication and computation.

In the agency or institution plan, the section, STATE SELF-FULFILLMENT PRODUCT GOAL (3.1.1.1) is accomplished by stating the definition of the self-fulfillment product goal. The next step is to state the economic sufficiency product goal (3.1.1.2).

STATE ECONOMIC SUFFICIENCY PRODUCT GOAL (3.1.1.2)

The economic sufficiency product goal refers to the ability to generate a sufficient amount of income in legal ways to make it possible for an individual to fulfill her financial responsibilities.

It has become impossible in our society to exist on little or no money. Every individual needs food, clothing, and shelter for self and family, and yet, there is not a job available for every member of society. There are many challenges in the United States today in gaining and maintaining employment. This is especially true for women offenders. The fact remains that a person who is not employed still requires the same amount of food, clothing, and shelter. Every woman offender must be able to have these things even if she is not able to be employed.

In the agency or institution plan, the section, STATE ECONOMIC SUFFICIENCY PRODUCT GOAL (3.1.1.2) is accomplished by stating the definition of the economic sufficiency goal. The next step is to state the product goal for civic responsibility (3.1.1.3).

STATE CIVIC RESPONSIBILITY PRODUCT GOAL (3.1.1.3)

The goal of civic responsibility refers to the woman offender being aware of relationships and participating in neighborhood and local community issues; being aware of laws and political issues at local, county, state, and national levels; and respecting the rights and properties of others.

In the agency or institution plan, the section, STATE CIVIC RESPONSIBILITY PRODUCT GOAL (3.1.1.3) is accomplished by stating the definition of the civic responsibility product goal. The final step in stating pro-

duct goals is to state the product goal for social responsibility (3.1.1.4).

STATE SOCIAL RESPONSIBILITY PRODUCT GOAL (3.1.1.4)

The goal of social responsibility means having the capabilities for interacting in successful and responsible ways with others in the home, work, and community settings.

Lothridge (1975) pointed out: "Having the ability to deal with personal and social problems is necessary if a person is to live a productive life" (p. 168). Hayball (1975) placed the development of understanding and the ability to cope with situation adn realte to other human beings in terms of the realities and expectations and standards of society as a vitally important outcome essential to the development of the woman offender.

In the agency or institution plan, the section, STATE SOCIAL RESPONSIBILITY PRODUCT GOAL(3.1.1.4) is accomplished by stating the definition of the social responsibility product goal. The next step is to state the process goals for the organization serving women offenders (3.1.2).

STATE PROCESS GOALS (3.1.2)

Product goals which are stated in (3.1.1) are described in broad terms, are universal, and repeat the desired ends which were set forth in the ideal projection. These goals must be converted into process goals which will also be expressed in broad, general terms, but these will be directly related to the organization. Process goals are always idiosyncratic too in terms of the unique situational factors which are present in a particular organization serving women offenders. There are

six process goals which are universal to all correctional settings. These process goals are: (1) staff, (2) programs, (3) hardware/software, (4) facilities, (5) financial support, and (6) climate. The process goals presented in this section are intended to serve as examples, and to illustrate the manner in which product goals are converted to process goals. The product goals to be converted into process goals will be the four product goals defined in (3.1.1).

In the agency or institution plan, the section, STATE PROCESS GOALS (3.1.2) is accomplished by defining the term process goal, and then stating briefly what is to be done to convert the product goals to process goals. The four product goals identified in (3.1.1) may be used in this section, or any product goals which the design team may have defined in the (3.1.1) section. The next step is to actually state the process goals for self-fulfillment for the particular setting serving women offenders (3.1.2.1).

STATE SELF-FULFILLMENT PROCESS GOALS (3.1.2.1)

The instrumental ends to be achieved to accomplish the desired self-fulfillment of the women offenders of the organization constitute the self-fulfillment process goals. These process goals identify the means to be implemented to reach the desired level of self-fulfillment for each woman offender served by the organization. Following are examples of self-fulfillment process goals:

Product Goal. To develop a sense of self-fulfillment in women offenders.

Process Goals. To develop a community mental health treatment program.
To develop an academic education program to teach

basic computational and communication skills.
To purchase 2 new videotape machines.
To obtain $50,000 for recreational programs.
To hire 5 recreational specialists.
To develop a supportive climate for community programs.

In the agency or institution plan, the section, STATE SELF-FULFILLMENT PROCESS GOALS (3.1.2.1) is accomplished by listing the product goal and then stating the process goals which will accomplish the product goal. The next step is to state the economic sufficiency process goals (3.1.2.2).

STATE ECONOMIC SUFFICIENCY PROCESS GOALS (3.1.2.2). The instrumental ends to be achieved to accomplish the development of economic sufficiency of women offenders constitute the economic sufficiency process goals. These goals identify the means to be implemented to reach the desired level of economic sufficiency for each woman offender served by the organization. Following are examples of economic sufficiency process goals:

Product Goal. To develop women offenders who are economically sufficient.

Process Goals. To develop a comprehensive community/organization vocational-technical program.
To develop a job placement program.
To hire 6 vocational couselors.
To obtain $66,000 to support vocational-technical training.
To rent 1 portable classroom to teach drafting.
To purchase 25 sets of drafting tools.
To enlist 40 volunteers to assist in job placement.

In the agency or institution plan, the section, STATE ECONOMIC SUFFICIENCY PROCESS GOALS (3.1.2.2) is accomplished by listing the product goal and then stating the process goals which will accomplish the product goal. The next step is to state the civic responsibility process goals (3.1.2.3).

STATE CIVIC RESPONSIBILITY PROCESS GOALS (3.1.2.3). The instrumental ends to be achieved to accomplish the development of civic responsibility of the women offenders of the particular organization constitute the civic responsibility process goals. These goals identify the means to be implemented to reach the desired level of civic responsibility for each woman offender served by the organization. Following are examples of civic responsibility process goals:

Product Goal. To develop a sense of civic responsibility in women offenders.

Process Goals. To develop a program instituting an inmate advisory council.
To implement equitable grievance procedures.
To hire an ombudsman.
To obtain office space and meeting room space for ombudsman and inmate council.
To develop a community speaking tour program.
To purchase an automobile to transport offenders to speaking tours.

In the agency or institution plan, the section, STATE CIVIC RESPONSIBILITY PROCESS GOALS (3.1.2.3) is accomplished by listing the product goal for civic responsibility and then listing all of the process goals which will accomplish the product goal. The next step is to state the social responsibility process goals (3.1.2.4).

STATE SOCIAL RESPONSIBILITY PROCESS GOALS (3.1.2.4). The instrumental ends to be achieved to accomplish the development of social responsibility of the women offenders of the particular setting constitute the social responsibility process goals. These goals identify the means to be implemented to reach the desired level of social responsibility for each woman offender in the agency or institution. Following are examples of social responsibility process goals:

Product Goal. To develop social responsibility of the women offenders.

Process Goals. To develop a program to clarify family values.
To hire 4 staff to implement a family planning program.
To allocate 7 rooms to be used for family visitation.
To provide space for new-born children of women offenders.
To develop interpersonal skills of clients.
To obtain $5,000 for social responsibility development.

In the agency or institution plan, the section, STATE SOCIAL RESPONSIBILITY PROCESS GOALS (3.1.2.4) is accomplished by listing the product goal for social responsibility and then listing all of the process goals which will accomplish the product goal. The next step is to consider the parameters of the plan (3.2).

CONSIDER PARAMETERS/RESOURCES/CONSTRAINTS (3.2)

The next step after determining the goals to be accomplished by the organization is to consider parameters, resources, and constraints. This will make it possible to determine if the future is absolutely certain and a committment plan can be designed, or if there is some uncertainty with two or more possible futures in view in which case contingency plans will be in order. It is important to analyze the parameters, resources, and constraints to determine whether it will be necessary to develop two or more alternative plans for women offenders. This analysis also must be done before defining performance objectives.

In the agency or institution plan, the section, CONSIDER PARAMETERS/RESOURCES/CONSTRAINTS (3.2) is accomplished by briefly stating the relationship of this step to the preceding development of goals and telling how this activity will determine the kind of operational plan to be devised. The next step is to specify the parameters of the plan (3.2.1).

SPECIFY PARAMETERS (3.2.1)

A parameter is a requirement of a system. Parameters are givens. They include time, money, staff, hardware, facilities, and clients. Parameters take on special significance when quantified, that is, assigned numerical values. Every organization has parameters, that is, the requirements or givens for organization operations. However, the numerical values assigned to parameters can vary from organization to organization or within an organization. Each parameter should be analyzed and specified with care and precision, because parameters represent the requirements for implementing a given plan to serve women offenders. A sample form for listing parameters is presented in Figure 1.

PARAMETER	DESCRIPTION	QUANTIFIED PARAMETER
Time	Amount of time to start and conduct program for women offenders.	6 months/start 3 years/conduct program
Finances	Amount of money to support an innovative program for women offenders, including salaries, wages, materials, supplies, repairs, capital outlay, and maintenance.	$1,000,000
Staff	Personnel to initiate and maintain programs for women offenders including, paid and volunteer, full time and part time workers.	1 FTE administrator 20 correctional officers FTE 1 classification officer 1 doctor .25 FTE 25 volunteers at 20 hours/week
Facilities	Space available for program purposes.	5 cottages 1 administration building 1 gymnasium 1 maintenance building 1 community college 1 vocational-technical school
Hardware/Software	Equipment and supplies for program use.	office equipment 1 computer terminal 4 automobiles 1 truck 25 sewing machines 10 sets drafting tools
Clients	Number of individuals served by the organization.	85 clients

Figure 1. Example of reporting parameters.

It is important to remember that while parameters cannot change, the numerical values of each parameter may be varied under different conditions in an organization. Contingency planning will be related to the changes in these numerical values of parameters. By varying the values of the parameters, it is possible to determine what solutions will be needed in order to accomplish the product goals of an organization.

In the agency or institution plan, the section, SPECIFY PARAMETERS (3.2.1) is accomplished by defining the term and the listing the parameters for the agency or institution serving women offenders. In the event that two or more numerical values are given for parameters, then the section which lists the quantified parameters should be divided into two or more columns, identified as Condition A, B, ... n. In these columns, the various sets of parameters will be listed. Ordinarily there would be no more than three columns, representing the most optimistic, probable, and the most pessimistic conditions. The next step is to identify resources and constraints (3.2.2).

IDENTIFY RESOURCES AND CONSTRAINTS (3.2.2)

A resource is an asset to the operation of an organization. Resources are those things of worth or value which contribute to the success of an organization. A constraint is defined as a known restriction or obstacle which hinders progress in the design, development, operation, or maintenance of an organization or plan. A constraint would be an obstacle standing in the way of realizing the product goals for women offenders, whereas a resource would be anything that would facilitate achieving the product goals for the women offenders. Parameters might be either resources or constraints.

In the agency or institution plan, the section, IDENTIFY RESOURCES AND CONSTRAINTS (3.2.2) is accomplished by identifying the resources and constraints of the particular organization. This will require listing resources and constraints. Identify resources by listing the factors which affect the organization in a positive manner to achieve the product goals. A resource for developing innovative programs for women offenders might be close proximity to a large, open-minded university, with many different opportunities for women. Another resource might be the amount of time that would be required to conduct programs for women offenders. Whatever factors optimize the possibility of accomplishing the mission of the organization should be listed. Identify constraints by listing all of the factors which may stand in the way of achieving the product goals in a particular setting. Constraints might be either internal or external. External constraints refer to those constraints imposed on an organization from an external source. A hiring restriction, or freeze, is an example of an external constraint. Internal constraints are those constraints which have been imposed from within an organization. An example of an internal constraint would be a policy which restricts the age of children who are allowed to visit the woman offender. Another example of an internal constraint would be a course of action which did not use the resources of the outside community developing women offenders. The challenge is to determine which internal constraints could possibly be overcome simply by removing a particular policy or procedure. In some instances a constraint could be turned into a resource. The next step is to determine the type of plan to be developed (3.3).

DETERMINE COMMITMENT OR CONTINGENCY PLAN (3.3)

As soon as the resources and constraints have been analyzed and parameters established, it is possible to determine what kind of plan this will be: commitment or contingency. If there is only one set of parameters, then the plan will be a commitment plan. This requires the planning of activities within the limits set by parameters. No alternatives will be considered.

If there are two or more sets of parameters, the result will be a contingency plan. The activities to be implemented and the outcomes to be expected under each set of contingency conditions will be described.

It is important to decide whether the future is certain or uncertain, as this determines the kind of plan to be developed. In the case of an uncertain future, with the possibility of two or more sets of parameters, it is extremely important to be prepared for these possible futures by having planned in advance what to do, who will be involved, and when and where the activities will take place in order to accomplish the desired product goals.

In the agency or institution plan, the section DETERMINE COMMITMENT OR CONTINGENCY PLAN (3.3) is accomplished by giving a brief introduction explaining the nature of the two plans. This is followed by stating which kind of plan will be appropriate for the agency or institution, and finally by presenting the plan in skeletal form by listing the parameters, and then listing the process goals to be accomplished for each listing. An example of the presentation of two alternative contingency plans is given in the following section.

PRESENT CONTINGENCY PLAN (3.3.1)

The most pessimistic set of conditions would be as follows:

Time:	6 months to start 1 year to conduct program
Finances:	No additional funds
Staff:	1 administrator FTE 20 correctional officers 1 classification officer 1 academic teacher 6 volunteers at 20 hours/week each
Facilities:	5 cottages 1 administration building 1 maintenance building 1 gymnasium
Hardware/Software:	1 automobile 1 van assorted books office supplies to $1,000 25 industrial sewing machines
Clients:	85 clients

Given the conditions described in (3.3.1) the following process goals will be accomplished:

To provide academic training to 25 clients.
To develop work habit skills.
To develop policies for visitation.
To develop sewing skills.

PRESENT CONTINGENCY PLAN (3.3.2)

The most likely set of conditions would be as follows:

Time:	6 months to start 3 years to conduct program
Finances:	$1,250,000/year
Staff:	1 administrator FTE 1 assistant administrator FTE 25 correctionsl officers FTE 2 stenographers FTE

Staff, cont.:
4 clerk typists FTE
1 accounting clerk FTE
4 academic teachers FTE
1 placement counselor .50 FTE
1 vocational training coordinator FTE
1 classification officer FTE
1 doctor FTE
1 nurse FTE
40 volunteers at 20 hours/week each
5 social work interns at 20 hours/week each

Facilities:
5 cottages
1 administration building
1 gymnasium
1 classroom building
1 maintenance building
Community College
XYZ Mental Health Center
XYZ Family Planning Clinic
XYZ County Hospital

Hardware/
Software:
4 cars
1 van
2 videotape machines
1 computer terminal
6 keypunch machines
25 industrial sewing machines
drafting tools
academic supplies, films, books, pens, pencils

Clients:
85 clients

Given the conditions described in (3.3.2) the following process goals will be accomplished:

To provide Adult Basic Education to all clients under 8th grade level.
To provide General Educational Development courses to all clients.
To provide vocational technical training to all clients.
To provide work habits skills training.
To provide job placement program.
To provide full time medical care.
To provide interpersonal skills training programs.
To provide values clarification programs.
To provide college credit training programs.
To develop civic responsibility training programs.
To develop family visitation programs.

Due to the uncertainty which surrounds most corrections agencies and institutions, it is likely that contingency plans will be developed. There is a great advantage in having prepared two or three plans, geared to two

or three possible conditions. This greatly enhances the probability of successful initiation of a plan. Having two or three contingency plans to present to a budget and control board when applying for appropriations is tantamount to having three budget plans. If one plan is rejected, then there are two more ready for presentation. It is more than likely that one will be accepted. In the situation where the future is certain, of course, then only one commitment plan is necessary.

STATE PERFORMANCE OBJECTIVES/DESCRIBE ACTIVITIES (3.4)

The final step in synthesizing ends and means to develop innovative plans for women offenders is the development of the set of performance objectives and implementing activities set in a time frame with responsibility for monitoring progress assigned to someone in the agency or institution. Up to this point a rationale has been developed and needs have been assessed. These two major activities established a foundation for developing the plan to serve women offenders. These two chapters constitute the orientation to the plan. However, the operational guidelines to achieve specified product goals are developed in Chapter III in which the desired ends to be achieved and the means for doing so are developed. It is in this final section, STATE PERFORMANCE OBJECTIVES/DESCRIBE ACTIVITIES (3.4) that the operational blueprint for action is actually developed. In developing this section, only one set of objectives with implementing activities is enlarged upon. Therefore, when two or more contingency plans have been developed in (3.3), it is necessary to decide which one of the plans to implement in the operational guide. If there is any question about which one to select, the alternatives can be evaluated and the decision based on this evaluation. Criteria which are often used in making such an evaluation

include the following:

1. Potential for achieving product goal
2. Cost effectiveness
3. Practicality
4. Simplicity
5. Flexibility

Other criteria can be established which are appropriate for any particular setting.

As soon as the decision is made concerning which plan to follow, the next step is the statement of performance objectives and activities which will establish the basis for accountability. Performance objectives are measurable outcomes described in operational terms. The statement of performance objectives specifies in measurable terms the nature of the process to be implemented and maintained and the expected products from that operation. For example, a performance objective might be "Given a 12-month academic education program in the local community college, 80% of the 100 women offenders attending the program will raise their level of academic achievement by no less that 4 grade levels, as measured by the Stanford Achievement Test Battery."

Another example would be, "Given a 12-month group therapy program at the XYZ Mental Health Center, 100% of the 50 clients attending the program will exhibit greater self image and self control as measured by a 75% reduction in disciplinary action in the first 6 months."

Objectives must not be written in abstract terms. As long ago as 1962 Mager cautioned that "There are many loaded words open to a wide range of interpretation" (p. 11). Such words as "know," "understand,"

"appreciate," and "believe" are open to many interpretations and are not explicit enough to be useful as performance objectives.

In developing objectives it is necessary to consider the needs of individuals as well as the context within which the objectives will be achieved. This takes into account the agency and community environment, and includes situational constraints, available resources, and feasibility of providing experiences.

> An objective has no inherent meaning; it derives its meaning from the specific situation, the population, and the product and process defined within a real-life program. (Cunha, Laramore, Lowrey, Mitchell, Smith, & Wooley, 1972, p. 15)

Since objectives provide the basis for establishing accountability, they must be written in terms which can be evaluated. It is essential to evaluate objectives, in order to be sure that they are written in such a way that management has directions for action and at the same time a means of accountability is ensured.

> Realizing the futility evolving from a possible hodge-podge of ill-prepared performance objectives, Ryan in 1969 developed a simple, clear, and concise test that provides the quality control so necessary. The SPAMO test is derived from five words: Specific, Pertinent, Attainable, Measurable, and Observable. (Hayball, 1975, p. 179)

The Ryan (1969) SPAMO test requires that objectives be evaluated against five criteria, and rewritten until each criterion is satisfied. The five criteria are:

1. Specificity of objectives. Performance objectives should be stated with as much specificity as needed for the decision-making at hand. Objectives that are vague and ambiguous can only result in meaningless and ambiguous plans to implement the objectives. Goals can be presented

as abstractions, but objectives must be described by the operations that define them. Two tests of specificity can be made: (a) degree of concreteness of meaning, and (b) degree of agreement among observers of meaning. The relative position on a continuum of abstraction, the degree of operationalism, and the extent of agreement among observers determine specificity. Objectives must be sharply focused.

2. Pertinence of objectives. Pertinence refers to relevancy. It is conceivable that an objective might satisfy the criterion of specificity, and still be completely unrelated to the situation. It does little, if any good to have carefully conceived and precisely stated objectives which do not support process goals and upon which it is not possible to gain consensus concerning the value or worth of the objectives. The test of pertinence means seeing that each objective is, in fact, stated in terms of the situational context and needs.

3. Attainability of objectives. An objective must be within the realm of possibility for attainment. This is a test of practicality. The objectives must be so defined that one could realistically expect the desired behaviors to be demonstrated within the time limits and under the conditions set forth. This means taking into account the resources at hand, and any limitations and constraints. Goals are idealistic. In fact, goals are established initially in the ideal projection. Objectives must be down-to-earth and capable of being achieved. There is no justification for stating loftily defined objectives with nice rhetoric, but which, for all intents and purposes, probably could never be achieved.

4. Measurability of objectives. The test of measurability is determined by seeing if the objective describes performance outcomes which can

be quantified. The concern is with the relationship between desired outcome and actual accomplishment. The amount of precision in measurement that is required depends on the situation. There must be some way of assessing the extent to which the desired outcomes have been realized. The results of measurement provide the basis for evaluation. Measurability means that some evidence can be produced to document or suggest the amount of change which takes place. Every performance objective must be capable of being measured. The degree of precision depends on the judgment of the decision-maker, the state of the art of evaluation, and the availability of measurement techniques or instruments. Objectives dealing with affective outcomes cannot be measured with the same precision that is possible to obtain with psychomotor or cognitive outcomes, but they can be measured.

5. Observability of objectives. The anticipated outcomes must be observable. There must be something which can be seen to indicate that the objectives have been achieved. Observation must be capable of being made directly or observable outcomes must be identified which can serve as a basis for inferring that the desired outcomes have been achieved. Every objective is capable of being directly or indirectly observed. Observability means that something can be seen, in written form or actions, from which to document the degree to which the intended achievement of the desired end was realized.

The importance of this part of the plan cannot be overemphasized. It is the statement of the performance objectives which establishes accountability. The description of activities, within the time framework and with responsibility designated, provides the guidelines for action.

It is of paramount importance to state the objectives and activities as clearly and concisely as possible. There are, of course, an infinite number of objectives and activities to implement the product and process goals and subgoals. It is up to each agency to decide on the particular array of objectives and activities most appropriate for that setting. The need for effective systems is just as great in corrections as in business, industry, government, or the military. The past experience in these latter arenas clearly has demonstrated the importance of stating objectives clearly and publicizing them widely so that all resources in the organization can be directed to the achievement of the desired ends. The objectives for each agency must be tailored specifically to that setting and must reflect the assessed needs for the agency. Each agency is unique and must have its own direction and its own means of reaching its desired ends. When the time for evaluation comes, the built-in procedures are at hand through measurement of progress toward the performance objectives which have been set for the agency. In devising activities to achieve desired ends it is important to be as innovative as possible. The time frame should be realistic, and the person or position designated to have responsibility for monitoring progress toward achieving each objective must be provided with the authority necessary to implement the responsibility.

In the agency or institution plan, the section, STATE PERFORMANCE OBJECTIVES/DESCRIBE ACTIVITIES (3.4) is accomplished by deciding on the plan to be implemented and for that plan to present the following:

1. Product goal.

2. Process goal.

3. Performance objective to implement process goals.

4. Activities to achieve the objectives.

5. Personnel required and position responsible for monitoring progress.

6. Time schedule with expected progress at specified target dates.

7. Cost estimate.

For each objective and its implementing activities, one person or position must be designated to implement responsibility for seeing that the objective is accomplished and the activities are carried out as planned. Each objective must have a time frame. The time frame shows the time that the objectives can be accomplished. A cost estimate is required for each objective. When the costs of all objectives are combined the result is a budget plan, in which the total expenditure estimate should equal the amount specified in the parameters for finances available to support the plan.

The precise format for presenting the objective/activities plan is up to the individuals involved in designing the plan. There are several ways this can be accomplished. The presentation should satisfy the following criteria: Simplicity, usability, understandability, and flexibility.

The following is an example of a format which has been successfully used to present the objectives and activities.

PRODUCT GOAL:	To develop economic sufficiency of women offenders.
PROCESS GOAL:	To develop a program of community vocational-technical training for women offenders.
PERFORMANCE OBJECTIVE:	Given a 6 month electronic data processing course at the XYZ vocational-technical school, 80% of the 20 women offenders enrolled in the course will complete the course and be employed 6 months after release in electronic data processing jobs.
ACTIVITIES:	Contact vocational-technical school and enroll students. Arrange transportation. Screen students for course. Prepare transportation schedule. Hire driver. Begin classes. Monitor student progress. Counsel students. Contact potential employers. Arrange interviews. Transport students to interviews. Prepare follow up visits.
PERSONNEL:	1 Vocational Counselor 1 Clerk-typist 1 Driver Person responsible: Assistant Superintendent
TIME SCHEDULE:	Contact vocational school: 1 week from start. Screen students/arrange transportation/ begin classes: 1 month from start. Monitor progress of students: 1 month from start.

TIME SCHEDULE:	Contact employers/arrange interviews: 6 months from start
	Follow up job placements: 1 year from start.
COST:	Salaries/Wages: $24,000
	Supplies: $ 2,000
	Equipment: $ 6,700
	Postage: $ 250

A supplemental time schedule and cost sheet should be prepared. The time schedule can be made by setting up a timeline and indicating the target dates for completion of product goals and process goals. This serves the purpose of establishing milestones to reach in the process of working for the ultimate end product. The performance objectives contain the information necessary to establish a time schedule. The time schedule can be developed in chart form, to graphically establish a time framework for the plan. Two techniques which are effective are the Program Evaluation and Review Technique (PERT) and the GANTT Chart. A PERT Chart depicts activities and events against a time frame with the basic unit set in weeks. A GANTT Chart is a two dimensional chart with time shown in months on top of the chart and activities on the vertical axis on the left side. A black line is drawn opposite each activity under the appropriate time units to indicate start, duration, and completion times for the activity.

The cost sheets can be prepared using any standard budget forms showing income and expenses. The totals must balance against the sum of the totals for each objective, and also against the parameter set for the finances to support the program for women offenders.

Conclusion

This chapter presents the blueprint for developing plans for programs and services to meet the needs of women offenders. Product and process goals and performance objectives were described. An approach for developing contingency plans was given. The importance of defining performance objectives was noted, and examples of performance objectives were given.

In Chapters I and II the foundation for program planning is laid. Chapter III is concerned with setting goals and devising the best possible means for achieving these goals.

In the agency or institution plan, the conclusion to this Chapter is written by summarizing the content of the chapter and relating it to the preceding two chapters.

CHAPTER IV

PLAN EVALUATION (4.0)

Introduction

> In my judgment, well-informed legislators, governors, and administrators will no longer be content to know, in mere dollar terms, what constitutes the abstract "needs". . . . The politician of today is unimpressed with continuing requests for more input without some concurrent ideal of the . . . output.
>
> Jesse M. Unruh

Evaluation is the process of systematic collection and interpretation of data to determine whether or not changes are occurring, the degree of change, and the relationships between elements in the program and realization of objectives. Evaluation facilitates development, implementation, and improvement of plans and programs by relating input to a system and output from a system. Evaluation is designed to improve, not to prove.

Evaluation is the most important function in a plan, because it is by this process that a determination can be made of the effectiveness of the program. Unfortunately, evaluation is often overlooked, or given lip service only. Programs for women offenders need to be carefully evaluated to determine if they are indeed meeting the needs set forth in Chapter II.

Evaluation can take different forms for different functions. All forms of evaluation are concerned with establishing merit and achieving improvement, and are oriented to action. The two major categories of evaluation are formative and summative.

Formative evaluation is an ongoing process to direct improvements made during the operation of the program. Formative evaluation involves comparing input and process data against the design of the plan, and

measuring progress toward defined objectives. Highly innovative programs tend to depart from the usual pattern of operation and unanticipated problems are likely to occur. Modifications and refinements to the plan may be required to achieve a quality system. Formative evaluation reveals problems and provides the feedback necessary to enable continuous assessment of each component of the system. Formative evaluation enables management to make critical decisions concerning elements of a new program during the process of development, and represents a tremendously powerful vehicle for improvement. During the initiation of various portions of the plans, and during the field testing of the total system, evaluations must be conducted.

Summative evaluation is made by comparing outcomes against objectives. Summative evaluation differs from formative evaluation in that formative evaluation is continuous and serves to refine and optimize the system operation through iterative feedback; summative evaluation provides the judgments concerning the degree to which program objectives have been met. Information from the summative evaluation allows decision-makers to determine whether or not a program should be continued. Summative evaluation enables an administrator to view results of a program in terms of the goals and objectives of the agency. Timing is critical in summative evaluation. The evaluation is made after the program has been developed, initiated, revised, and stabilized. If the summative evaluation is conducted too soon, the results may not give a true appraisal of the program effectiveness. Changes in a plan resulting from formative evaluations may produce initial decrements in realizing objectives, which would result in a negative summative evaluation. However, over a longer period, the same plan would show definite progress toward realizing the program objectives.

Evaluation of programs being implemented for women offenders is accomplished by an external evaluation, an internal (self) evaluation, or a combination of the two. Formative evaluation is an ongoing, self-evaluative technique. The system designers and/or implementers should participate in formative evaluation. Summative evaluation is accomplished by a team effort. An external evaluation team and an internal (self) evaluation team should be utilized. Review of both external and internal evaluation reports will enable assessment of the accomplishments of the programs for women offenders.

Appraisal of the programs for women offenders is made by conducting an internal (self) evaluation, and an external evaluation, then preparing and presenting the evaluation report.

In the agency or institution plan, the introduction to the function PLAN EVALUATION (4.0) is composed by defining evaluation and explaining why this step is important to an agency or institution implementing programs for women offenders.

CONDUCT SELF EVALUATION (4.1)

Evaluation must be conducted continuously to parallel our constantly changing society. Self-evaluation provides the opportunity for constant, formative evaluation, which would be impossible using external evaluators because of the financial burden.

Formative evaluations are necessary for successful implementation of a plan. Minor corrections are easier to make and less costly if they are detected by formative evaluations conducted daily, weekly, or monthly. The most effective self-evaluation is continuous, providing feedback during the entire course of implementation, and related to specific objectives, either immediate or long-range.

Any external evaluation that is contracted should be complemented by continuous self-study. The basic principles underlying the process of evaluation apply to the self-study and to the external assessment.

Conducting a self-evaluation is a seven-step process: the staff must be oriented (4.1.1), the organization committee must be established and the schedule developed (4.1.2), the evaluation criteria must be stated (4.1.3), the variables must be identified (4.1.4), the sources of the variables must be identified (4.1.5), the data must be collected and stored (4.1.6), and the data must be analyzed (4.1.7).

In the agency or institution plan, the function CONDUCT SELF EVALUATION (3.1) is accomplished by explaining what a self-evaluation is and stating its importance to successful management of programs for women offenders.

ORIENT STAFF (4.1.1)

Developing a climate conducive to evaluation is one of the most important functions in the evaluation subsystem. Evaluation can be very threatening to all levels of staff.

All staff members who are in any way involved in the program should be included in the orientation session. Emphasis should be placed on the concept that evaluation is a learning process. The program, rather than a specific person or job position, is being evaluated. The orientation should be well planned and thoughtfully conducted, ensuring that all necessary hardware and software are available to make an effective presentation.

In the agency or institution plan the function ORIENT STAFF (4.1.1) is accomplished by defining what is meant by staff orientation, stating

its importance, then actually describing the presentation in detail and listing the necessary software and hardware.

ORGANIZE EVALUATION TEAM/SET SCHEDULE (4.1.2)

The self evaluation team must be selected and organized in an orderly manner. The size of the evaluation team, usually four to six members, is contingent upon the scope of the program. The team should be a compatible group, composed of a cross section of personnel involved with, and preferably knowledgeable about the program, such as designers and implementers. At least one person should be included on the team who was not involved with design or implementation of the program. This person can provide an impartial opinion which can often reveal the source of a problem.

Chairpersons should be appointed on the basis of leadership and communication skills, and should be acceptable to the team members and to the administration. After the appointment of the co-chairpersons, responsibilities are established for individual group members on the basis of requisite skills. Responsibilities are assigned to each member of the team, including the co-chairpersons, so that the self-evaluation will be conducted efficiently. It is important to establish responsibilities before the evaluation begins because in this way the team will accomplish more and adhere more closely to the time schedule. A schedule showing who is responsible for the data collection, report writing, and report presentation should be distributed to all members of the team. The determination of evaluation criteria, selection of the data, analysis of the data, and the determination of the program effectiveness should be a team effort. The schedule for self-evaluation should include time frames for staff orientation (4.1.1), selection and organization of the evaluation

team (4.1.2), collection and storage of data (4.1.6), processing of data (4.1.7.1), and interpretation of data or determination of the effectiveness of the program (4.1.7.2). Additionally, the time needed for preparation and presentation of the report should be scheduled.

The schedule lists facilities and necessary software/hardware as well as times. The development of the schedule is important because accurate evaluation entails precise preparation.

In the agency or institution plan, the function ORGANIZE EVALUATION TEAM/SET SCHEDULE (4.1.2) is accomplished by: (1) stating the criteria for selecting and organizing the team, (2) actually selecting the evaluation team, (3) appointing co-chairpersons, (4) defining the responsibilities of the team members, (5) constructing a time schedule, and (6) describing the importance of organizing an internal evaluation team and setting a time schedule.

STATE EVALUATION CRITERIA (4.1.3)

Evaluation cannot take place unless evaluation criteria are specified. In assessing the effectiveness of a program or part of a program, the actual output must be compared against an anticipated output. The performance objectives specified in the third chapter constitute the anticipated output, or the evaluation criteria. The standards are developed from outside the agency and state levels of acceptable performance for the program being implemented.

In the agency or institution plan, the function STATE EVALUATION CRITERIA (4.1.3) is accomplished by listing the performance objectives specified in the third chapter and the applicable standards for the program for women offenders.

IDENTIFY VARIABLES (4.1.4)

Identifying the variables is an important step in conducting a systematic evaluation. If variables are not identified, useless, unreliable, or invalid data will be collected, and resources will be wasted.

Variables must be carefully selected. All variables are listed, including input, process, output, and outcome. Data must be gathered at the appropriate times so that the evaluation is as accurate as possible. For example, if data related to input variables are not collected before the program begins, they will become contaminated and rendered invalid. For maximum efficiency, variables to be considered must be limited and isolated.

In the agency or institution plan the function IDENTIFY VARIABLES (4.1.4) is accomplished by telling what is involved in identifying variables and why this is important.

IDENTIFY INPUT VARIABLES (4.1.4.1). The input variables are the knowledge, skills, and attitudes of clients at the time the program is initiated. Input variables also include societal needs and the elements which make up the system itself. The parameters of the system are input variables including, but not limited to the amount of money invested in the system operation.

In the agency or institution plan, the function IDENTIFY INPUT VARIABLES (4.1.4.1) is accomplished by defining input variables and then listing the input variables for the program for women offenders.

IDENTIFY OUTPUT VARIABLES (4.1.4.2). Output variables are the knowledge, skills, and attitudes which the clients have at the termination of the program.

In the agency or institution plan, the function IDENTIFY OUTPUT VARIABLES (4.1.4.2) is accomplished by defining output variables and then listing the output variables for the program.

IDENTIFY PROCESS VARIABLES (4.1.4.3). The process variables include all the parts of the program which combine to function effectively, such as procedures, policies, programs, and facilities. Process variables actually measure the effectiveness of the process in achieving the program objectives.

In the agency or institution plan, the function IDENTIFY PROCESS VARIABLES (4.1.4.3) is accomplished by defining process variables and listing the process variables for the program.

IDENTIFY OUTCOME VARIABLES (4.1.4.4). The outcome variables are the long-term results which can be observed as the clients interact with post-program environments. The recidivism statistics would constitute one kind of outcome variable.

In the agency or institution plan, the function IDENTIFY OUTCOME VARIABLES (4.1.4.4) is accomplished by defining outcome variables and listing the outcome variables for the program.

IDENTIFY VARIABLE SOURCES (4.1.5)

Once the variables with which to conduct the evaluation have been selected, it is important to identify where those variables can be measured. Selecting variables to be used in evaluation is useless if no source is available from which the data can be gathered. For example, if the number of previous incarcerations is one input variable to be examined, the source of this information would have to be reliable for the data to be useful. If, as is sometimes the case, an individual has been

incarcerated under several different names, no reliable source for determining the number of previous incarcerations is likely to be available.

Two general categories of data sources can be explored and identified. Internal sources of information are generated by the agency. External sources of information exist outside the agency.

In the agency or institution plan, the function IDENTIFY VARIABLE SOURCES (4.1.5) is accomplished by defining variable sources and indicating the importance to the conduction of the self-evaluation of identifying variable sources.

IDENTIFY INTERNAL SOURCES (4.1.5.1). Internal sources are located within the agency. Behavior reports, work reports, educational records and health information may all be part of an agency file folder.

In the agency or institution plan, the function IDENTIFY INTERNAL SOURCES (4.1.5.1) is accomplished by identifying the internal sources of information. Each internal source must describe the location of data for a variable identified in (4.1.4).

IDENTIFY EXTERNAL SOURCES (4.1.5.2). External sources are located outside the agency. School records, if they are not part of the agency records, are one such source.

In the agency or institution plan, the function IDENTIFY EXTERNAL SOURCES (4.1.5.2) is accomplished by identifying the external sources of information. Each external source listed must describe the location of data for a variable identified in (4.1.4).

COLLECT AND STORE DATA (4.1.6)

Collecting data relative to the specified variables is important. Little is accomplished if variables are specified and data are not collected in a manner which renders the variables useful. If great care is not exercised in the collection of data, errors in measurement can occur which make the whole interpretation faulty, and lead to costly errors resulting from unsupported conclusions.

Many options are available for obtaining quantified data on the input variables. Standardized instruments can be used and incorporated into the intake process for the agency or institution. Many instruments are available for obtaining output data by measuring the results. The availability of instruments to measure long-term effects or outcomes is limited, so these kinds of instruments will probably have to be constructed. The same is true for process variables.

Measurement is the foundation for evaluation. Measurement, however, is only as good as the instrument or method used. Hayball (1975) has stated criteria for selection of instruments:

1. The decision concerning what the evaluator is seeking must be made and reduced to writing.

2. Everything must direct itself to attaining as high as possible levels of validity and reliability.

3. The form of the instrument must be as simple as possible and should be structured to allow a wide range of responses.

4. Selection of words or terms must be made carefully so that as many people as possible will understand the question.

5. Simple check lists or answering by check mark is most desirable and time efficient.

6. The design must allow simple recording of answers.

7. In standardized tests, care should be given to examine the validity and reliability of the instrument, the size of the sample, the normative data, and the purpose for construction.

8. Good measurement requires training staff and providing time to record data carefully.

Measurement instruments are procured by ordering from what is available or constructing when nothing is available for measuring input, process, output, and outcome variables.

A carefully planned system of measurement and an organized system of gathering data ensure that the instruments utilized and the data collected are optimized. Selecting the proper time and place and developing a positive testing atmosphere are essential if reliable results are to be obtained. The timing of testing and the technique used in testing can invalidate results. In using standardized tests, follow directions explicitly. The tests were standardized for a prescribed use; this includes administering them the same way each time. Meaningful results cannot be obtained if instruments are incorrectly used.

The collection of data must be followed by storage of data, after which analysis is conducted. Data storage is holding data in a standardized form so they are accessible, flexible, and secured. It is important for procedures to be devised for effectively organizing data which have been collected. First, all data collected must be <u>standardized</u>: the data must mean the same thing to all users. If the data does not mean the same thing to all users, they are worthless. For example, client-counselor ratio may mean to one person the total number of clients receiving counseling regardless of the time involved or the nature of counseling,

whereas another person may interpret the ratio as referring to client-counselor contact hours in specified counseling situations.

Data must be accessible. Users must be able to obtain data with a minimum of effort or expenditure of time. All users must be able to get the data they need when they need it.

The data base must be flexible. It must be organized in such a way that data can be added, deleted, or changed at any time. If the data base is not flexible, users will rely on data that are no longer accurate.

The data must be secured to prevent access by unauthorized persons. This can be accomplished by controlling the points of entry.

Data which have been very carefully collected become useless if stored haphazardly. The key to storage is having a systematic way of organizing and filing data so they will be readily accessible and easily usable. The maximum data payoff is obtained when it is possible to call up different mixtures of several types of data. Data from previous years should be accessible in storage to provide trend analysis. Uniformly collected and stored data from comparable settings can be used to produce comparative and normative descriptions of the inputs, outputs, process, and outcomes of the system.

The design for storage will depend on various constraints as well as available resources. Data may be maintained in a single continuous record or several records. The storage design will be influenced by the frequency of updating, frequency of retrieval, number of records involved, processing capabilities of the system, dissemination of data, and costs of operation. Storage and retrieval may be handled by hand operations or by computerized systems.

Many agencies have access to a data processing unit. The agency can tap into the data processing unit by using a terminal which rents at a reasonable cost. Although it is generally assumed that the use of computers would be the optimum method of data storage, this is not necessarily the case. A manual system can be used if a clear-cut procedural design is established for providing this informational support. Clark (1975) described a needle-sort manual operation which was implemented in one correctional setting when costs of installing a computerized system were prohibitive. The system involved use of cards in various sizes with numbered holes for notching around the outer edges, sorting rods, and a hand-notching punch. When computer storage is not used, it is essential to plan and implement a completely scientific manual collection and storage procedure to provide relevant data in such a way that different combinations can be retrieved at a moment's notice without difficulty.

In describing the information processing subsystem for an agency or institutional planning model, it is important to consider the purpose of the planning model. Once this is done, it will be possible to specify the kinds of information needed, and upon taking into account available resources and constraints, to outline a procedure for collecting and storing data.

Collecting and storing data for later retrieval is important in any self-evaluation effort because the information which is made available to decision-makers is limited by the data which are gathered.

All the data which are gathered should be used as raw material to answer specific questions. Data which are irrelevant to questions asked should not be gathered or stored. Conversely, when systematically gathered and stored data fail to provide a sufficient basis for answering

the information requests of the users, the data gathering base must be expanded.

In the agency or institution plan, the function COLLECT AND STORE DATA (4.1.6) is accomplished by describing what is meant by collecting and storing data and by establishing the importance of these procedures.

⊗ (4.1.6.1). The summer function is used here to ensure that data are properly collected and stored.

SELECT TECHNIQUES AND CONSTRUCT INSTRUMENTS (4.1.6.2). The selection of techniques and the construction of instruments to gather data was described in (4.1.6). The proper selection of techniques and construction of instruments is important to the data collection process because reliable data cannot be collected if the techniques or instruments are faulty.

In the agency or institution plan, the function SELECT TECHNIQUES AND CONSTRUCT INSTRUMENTS is accomplished by listing techniques to be used to gather the data and constructing any instruments that may be necessary.

CONDUCT SURVEYS (4.1.6.3). Survey instruments, including questionnaires, that are used to gather data must be sent out well in advance of the time when data will be analyzed so that the information will be available at the time of analysis. Surveys are useful in gathering outcome data from clients who have left the agency.

In the agency or institution plan, the function CONDUCT SURVEYS (4.1.6.3) is accomplished by stating the variable(s) about which data are to be collected and then describing the general survey plan.

COLLECT RECORDS (4.1.6.4). Records must be collected before data can be analyzed. Only those records containing pertinent data about specific variables should be collected. It is often tempting to collect every record available and then try to pull out relevant data. This trap can be avoided by carefully determining the variables to be analyzed, deciding on the data that are necessary for analyzing those variables, then collecting only those data.

In the agency or institution plan, the function COLLECT RECORDS (4.1.6.4) is accomplished by listing the records that will be gathered.

REVIEW PROGRAM OBJECTIVES (4.1.6.5). The review of the program objectives is a checking function at this point. These objectives must be firmly in mind because they provide the criteria for evaluating the system.

In the agency or institution plan, the function REVIEW PROGRAM OBJECTIVES (4.1.6.5) is accomplished by stating the importance of the review at this time and actually performing the review.

CONDUCT INTERVIEWS (4.1.6.6). Interviews of staff, clients or ex-clients are conducted to gather data. This technique is especially important for gathering data on outcomes (ex-clients) and process (present clients and staff). The technique may also be useful for gathering data on inputs but should be used only if written records are unavailable or incomplete.

In the agency or institution plan, the function CONDUCT INTERVIEWS (4.1.6.6) is accomplished by listing the variable(s) for which data are to be gathered by interviews, listing the data that are to be gathered, and organizing the interview schedule.

ARRANGE DATA STORAGE (4.1.6.7). The possibilities for storing data were described in (4.1.6). A decision must be made at this point concerning which type or types of data storage will be used. What must be kept in mind when making this decision is that the form of data storage must be (1) standardized so all data is stored in the same form, (2) readily accessible to those who must use the data, (3) flexible so it can be easily altered, (4) secure so persons who do not need the data cannot obtain access to it. The data storage method that is selected must be within the financial reach of the agency. The possible methods range from the simple shoebox manual storage to highly sophisticated computerized systems.

In the agency or institution plan, the function ARRANGE DATA STORAGE (4.1.6.7) is accomplished by describing in detail the type(s) of data storage systems that will be used. The data storage system must meet the four criteria listed above and be affordable in the agency or institution.

ANALYZE DATA (4.1.7)

Data analysis is accomplished by processing and interpreting the data relating to the input, output, process, and outcome variables. This important function converts quantitative data into information for decision-making. Value judgments will be made concerning the relative strengths and weaknesses of the components of the program for women offenders.

A team approach must be used in this stage of the program. The data collected in (4.1.6) are organized and processed in (4.1.7.1), and interpreted in (4.1.7.2). Evaluation determines the extent to which management and program objectives have been achieved, and reveals the ways in which the process contributes to achievement of objectives. Evaluation identifies the strengths of the system, and allows decision-makers to eliminate

from the system anything which does not contribute to realization of objectives. Management has the responsibility of ensuring that evaluation takes place on a continuing basis. Only in this way can adjustments be made before counter-productive factors become entrenched and difficult to correct. The analysis of data is critical to a system of evaluation that will maintain accountability and receive continuing support of government, community, and private citizens for accomplishing the mission of the agency. The analysis of measurement data is the means by which quantified data may be systematically processed. This analysis can be done by hand or with computers.

In the agency or institution plan, the function ANALYZE DATA (4.1.7) is accomplished by telling what this function is, why it is important, and the plan for analyzing the data.

PROCESS DATA (4.1.7.1). Raw data are of no particular use. Individual reports describing what each client achieved in a certain time period are useless to the evaluation team. The reports must be quantified and summarized to show tendencies for the entire client group. Only by developing these tendencies (mean, standard deviation) can a component of the system be evaluated.

In the agency or institution plan, the function PROCESS DATA (4.1.7.1) is accomplished by defining the importance of processing data and then describing how the data will be processed.

INTERPRET RESULTS (4.1.7.2). Interpreting results involves making qualitative judgments about quantitative data. It involves finding out that certain expected or unexpected outputs and outcomes which were indicated in the evaluation are the result of or are related to various elements in the process.

In interpreting the data, the input variables must be considered; also the measurement process to see if the instruments were selected properly, used properly, and if appropriate analyses were made. The environment in which the program is operating is an important consideration in making the interpretation.

An accurate evaluation of the program cannot be made without a careful interpretation of the data which are gathered. Since the interpretation will reflect the subjective judgments and value systems of the evaluators, it is important for the evaluation team to be as objective as possible, stating openly the frame of reference or value system from which the evaluation is being made. Conducting a self-evaluation as well as an outside evaluation is highly recommended. The self-evaluation is ongoing and gives valuable information for use in making improvements while the system is operating. The outside evaluation is freer from bias than the self-evaluation, and often reveals strengths as well as deficiencies which go unnoticed by the self-evaluation team. Although the same data can be used by both self-evaluation and outside evaluation teams, the interpretations may differ. It is absolutely essential that every effort be made to obtain as fair and honest an evaluation as possible. Nothing can be gained by attempting to dictate the outcomes of the evaluation because of a desire to justify an increased budget, new facilities, or more equipment.

In the agency or institution plan, the function INTERPRET RESULTS (4.1.7.2) is accomplished by describing this function and discussing its importance in the setting where the program for women offenders will operate.

ARRANGE EXTERNAL EVALUATION (4.2)

Arranging an external evaluation of the system means contracting with a professional team of evaluators. One type of consultant organization is the strictly proprietary sort, whose main purpose is to provide service at a cost which will realize a profit. Another type of evaluator-consultant is the professional in the criminal justice field. An evaluation team composed of professionals can perform the same kind of external evaluation as a consultant firm. The firm's or individual's reputation for honest, accurate, fair, and objective evaluations is the most important consideration to be made in selecting an outside evaluation team. A thorough background examination of consultative skills must be made of all prospective consultants. External evaluations should be made at least once every five years.

The external evaluation is important as it gives a check on the results of self-evaluations. An external evaluation can validate the results of a self-evaluation. The external evaluation also may point up strengths in the program which were not detected by the self-evaluation team.

Four basic functions are involved with arranging an external evaluation: the actual contracting with the firm or with individuals, providing the contractor with the system plan or proposal, providing the contractor with the data requested, and accepting the report.

In the agency or institution plan, the function CONDUCT EXTERNAL EVALUATION (4.2) is accomplished by defining what is meant by external evaluation and stating its importance to the program for women offenders.

CONTRACT WITH INDEPENDENT EVALUATOR (4.2.1)

The decision to contract a team of professional evaluators should be made at the same time the internal evaluation team is being organized (4.1.3). The cost of the external evaluation must be considered, as indicated in the flow chart model by the interaction between this function and DESCRIBE FINANCIAL SUPPORT (2.2.6). The timing of the evaluation must be specified so that it can be included in the time schedule.

In the agency or institution plan, the function CONTRACT WITH INDEPENDENT EVALUATOR (4.2.1) is accomplished by defining what is meant by contracting for an external evaluation, listing the consultant firm or team members, and delineating the conditions of the contract. The dates of the evaluation should also be stated.

PROVIDE CONTRACTOR WITH PLAN (4.2.2)

The contractor must have a copy of the agency plan or proposal so the external evaluation team can study the elements and management objectives, and formulate the criteria for success of the management objectives.

In the agency or institution plan, the function PROVIDE CONTRACTOR WITH PLAN (4.2.2) is accomplished by discussing the importance of providing the outside evaluation team with a plan or proposal.

PROVIDE CONTRACTOR WITH DATA REQUESTED (4.2.3)

The external evaluation team's contract should specify what data are to be collected by the agency personnel. Much of the data required by the external evaluation team will be selected and collected by the evaluation team or agency personnel. To ensure an honest and complete evaluation, all data requested by the evaluation team should be ready for

analysis when they request it. Full cooperation on the part of the staff is paramount.

In the agency or institution plan, the function PROVIDE CONTRACTOR WITH DATA REQUESTED (4.2.3) is accomplished by describing how the data required by the conditions of the contract will be provided accurately and expediently.

ACCEPT/REVIEW INDEPENDENT EVALUATION REPORT (4.2.4)

Once the independent contractor has the system plan and necessary data, the agency or institution personnel have only to wait for the report to be prepared. When it is prepared and accepted, it must be reviewed so a verbal or written report can be presented to the decision-makers along with the report of the internal evaluation team.

In the agency or institution plan, the function ACCEPT/REVIEW INDEPENDENT EVALUATION REPORT (4.2.4) is accomplished by identifying the person or persons who are responsible for accepting and reviewing the report.

PREPARE AND PRESENT EVALUATION REPORT (4.3)

Preparing an evaluation report involves writing a narrative with accompanying illustrations, charts, diagrams, figures, and/or tables to describe in clear and concise terms the purpose, methods, and results of the evaluation.

Preparing and presenting the evaluation report is important. Accountability is established by the presentation of evidence that the expected or promised results have been attained. Whether evaluation is internal and conducted by the self-evaluation team, or external and conducted by an outside evaluator, a comprehensive and easily understandable

report must be prepared and presented. The two steps involved are preparing the report and presenting the report.

In the agency or institution plan, the introduction to the function PREPARE AND PRESENT EVALUATION REPORT (4.3) is accomplished by telling what this function involves and why it is important.

PREPARE EVALUATION REPORT (4.3.1)

A report is an informative document written in clearly understandable language which gives the decision-maker a basis for making decisions about program modifications or system adjustments, and establishes accountability. The report, whether written by a member of the staff or by an outside evaluator, should include information on input, output, process, and outcome variables. The report should include a description of the background against which the evaluation was made, the objectives of the evaluation, the objectives of the program, the variables involved in the program implementation, and the results. The results should be interpreted and the report should contain a conclusion and recommendations.

Writing the report is important. The best data collection and processing are worthless if findings are not interpreted accurately and reported in such a way that decision-makers can understand the implications. It is important that as little bias as possible be allowed to enter into the report. The report should present factual data, then give interpretations of the facts. A report containing cost-effectiveness information is most useful to decision-makers.

In the agency or institution plan, the function PREPARE EVALUATION REPORT (4.3.1) is accomplished by telling what is meant by this function, establishing its importance, and giving an outline of what will be

expected in the report. The person or position who is responsible for writing the self-evaluation report must be designated.

PRESENT EVALUATION REPORT (4.3.2)

The presentation of the evaluation report disseminates the information in the written report. The evaluation report can be presented orally or by transmission of the written report, preferably by a combination of both.

The importance of presenting the evaluation report cannot be overemphasized. The way in which the evaluation report is disseminated will determine the impact of the evaluation on the total program operation. When evaluation reports are used to provide feedback on all elements involved in the system, an increase in staff morale and an improvement in administration can be expected, as well as continuing improvement in the system operation with ultimate benefits to society and the clients of the agency or institution serving women offenders. A systematic plan for dissemination is needed. It is important to make the evaluation report public. An effective presentation technique is to extract the highlights from the report and prepare visuals for use with an overhead projector. The results of the report should be presented as simply and vividly as possible to all staff involved, as well as to the power structure and to representatives of various community groups.

Results presented in the evaluation report provide primary means for quality control in the program. Information contained in the report can cause changes in every part of the program operation. The results may suggest a change in the rationale, or a change in what constitutes assessed needs. Some changes may be made in management subgoals or performance objectives. An evaluation report might reveal that failure to

achieve desired results was the fault of inadequate or unrealistic objectives rather than a malfunction in the program operation. The evaluation can have profound effects on the system design or stratagem which was formulated. The program operation, undergoing continuous evaluation, is influenced not only by the final evaluation report, but by all preliminary reports as well.

In the agency or institution plan, the function PRESENT EVALUATION REPORT (4.3.2) is accomplished by telling how the reports, both final and preliminary, will be presented and who will be responsible for dissemination of the vitally important information in the agency or institution providing services for women offenders.

Conclusion

The three major stages in a systems approach are planning, implementation, and evaluation. These functions are interrelated. The evaluation stage is vitally important to both planning and implementation. As the end means plan is being developed, exploratory tests are made of the various design elements, and as the functions which make up the total system are put into operation, evaluations are made of each function. Finally, the field test is made under real-life conditions when the complete system is operating. These evaluations can result in modifications to improve planning, as well as modifications to improve the system implementation. The ultimate payoff will be the benefits to society as the mission of the agency or institution serving women offenders is accomplished more efficiently and more effectively.

In the agency or institution plan, the conclusion to Chapter IV is written by summarizing the results of the chapter, and giving a general statement about the anticipated benefits to be derived from using the plan.

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